

# Iowa Prison Population Forecast FY2010-2020

Iowa Department of Human Rights  
Division of Criminal and Juvenile Justice Planning

Paul Stageberg, Ph.D., Administrator.....Primary Author  
Laura Roeder-Grubb, Information Technology Specialist.....Statistical Modeling  
Geneva Adkins, Justice Systems Analyst.....Data Support

December 22, 2010



This report was made possible partially through funding from the U.S. Department of Justice, Bureau of Justice Statistics and its program for State Statistical Analysis Centers. Points of view or opinions expressed in this report are those of the Division of Criminal and Juvenile Justice Planning (CJJP), and do not necessarily reflect official positions of the U.S. Department of Justice.



# TABLE OF CONTENTS

<b>INTRODUCTION.....</b>	<b>1</b>
<b>SHORT-TERM OUTLOOK.....</b>	<b>3</b>
<b>LONG-TERM PROJECTED POPULATIONS .....</b>	<b>4</b>
<i>Total Inmates.....</i>	<i>4</i>
<i>Male &amp; Female Inmates.....</i>	<i>4</i>
<i>Prison Capacity.....</i>	<i>4</i>
<b>FACTORS INFLUENCING PRISON GROWTH .....</b>	<b>6</b>
• <i>Decreases in Felony Charges Disposed .....</i>	<i>9</i>
• <i>Changes in Sentencing and Parole Eligibility .....</i>	<i>10</i>
• <i>Admissions of Drug Offenders .....</i>	<i>11</i>
• <i>Increases and Decreases in Paroles .....</i>	<i>12</i>
• <i>Increases in Inmate Average Length of Stay.....</i>	<i>14</i>
• <i>Changes in Community-Based Offender Populations.....</i>	<i>15</i>
• <i>Housing Federal Prisoners/Detainees .....</i>	<i>17</i>
• <i>New Concentration on Sex Offenders .....</i>	<i>17</i>
• <i>Increases in Housing Class A Felons.....</i>	<i>18</i>
<b>OPPORTUNITIES FOR CHANGE.....</b>	<b>19</b>
<b>THE CHANGING FACE OF IOWA’S PRISON POPULATION.....</b>	<b>22</b>
<b>FORECASTING THE PRISON POPULATION .....</b>	<b>27</b>
<i>Benefits of Forecasting.....</i>	<i>27</i>
<i>Iowa’s Forecasting Model.....</i>	<i>27</i>
<i>Forecasting Assumptions .....</i>	<i>30</i>
<i>Acknowledgments .....</i>	<i>30</i>
<b>APPENDIX: STATISTICAL TABLES .....</b>	<b>31</b>



## INTRODUCTION

This is the twentieth annual Prison Population Forecast prepared by the Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). The impetus for the series came from an increasing prison population (the population on 6/30/91 was 4,077, a 50 percent increase from five years earlier) combined with a realization that new prisons are expensive and take years to plan and construct.

This report has been developed to assist the Executive and Legislative Branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. While this document forecasts Iowa's prison population through state FY2020, it is not meant to be a *prediction* of what will happen. Rather, it attempts to assess the impacts of *current* policy. While policies and procedures are not static, a document such as this helps in managing changes so that, once they occur, there has been an opportunity to plan to accommodate them. Thus, when this document forecasts a prison population of 10,409 in FY2020, it is suggesting that recent history indicates that population pressures on Iowa's prison system will continue after a recent period of abatement.

This year's forecast suggests that current policies and procedures will result in a larger prison population in ten years than the most two recent forecasts, as an upturn in admissions and a drop in releases has caused the population to rise dramatically since last February. While some have pointed at the Board of Parole as the source of the problem, there are multiple factors accounting for the recent rise, as admissions have jumped as paroles have decreased. To some extent, the rise in admissions is more troubling, as its sources are unclear (while the source of the drop in paroles is evidently an offshoot of new board members who are still becoming accustomed to the Board's role in controlling the size of the prison population).

Another factor contributing to the anticipated rise continues to be legislation pertaining to sex offenders passed in 2005. This year's forecast projects the addition of 344 sex offenders to the population between 6/30/2010 and 6/30/2020. Nearly all of this increase is due to anticipated increases in admissions for violation of the "Special Sentence". A year ago, we estimated that, at the end of FY2019, there would be 314 inmates serving time due to revocation of the Special Sentence. This year's estimate suggests 392 Special Sentence revocations in prison on 6/30/20. The increased estimate this year is due to having one more year of experience in tracking Special Sentence violations, which have been higher than originally anticipated. That said, there is still some uncertainty in determining the long-term impact of 2005 sex offender legislation. In FY2011 we will see the first jump in releases to the Special Sentence among those sentenced to lifetime supervision. Time will tell what their rates of return to prison will be.

In FY2010 Iowa continued to exhibit a high rate of incarceration for African-Americans. Trends suggest that this rate will continue through the projection period, with African-Americans accounting for 25.6 percent of the population (up from about 22% in 2002). One hopeful sign is that the percentage of African-American new admissions to prison dropped about two percent in FY2010 (from 24.6% in FY2009 to 22.9% in FY2010). The violent crime initiative of the mid-1990's continues to disproportionately affect African-Americans, however, as 42.3 percent of the new admissions for "70%" crimes in FY2010 were African-American (compared to 22.3% of the non-70% admissions). The long sentences accompanying 70 percent crimes will result in a continued rise in the percentage of African-American inmates in the institutional populations.

As of 6/30/10, 15.8 percent of the African-American inmates in prison in Iowa were serving 70% sentences, compared to 9.4 percent of the white inmates. The forecast suggests that, by the end of FY2020, 19 percent of the African-Americans in the inmate population will be serving 70% sentences, compared to 11.4 percent of white inmates. The Forecast projects an increase of 442 inmates serving 70% sentences by the end of the forecast period.

There is some guesswork involved in preparing a forecast. As suggested above, an example is found in attempting to estimate the impact of the sex offender legislation passed in 2005. Among the features of the legislation was a Class A felony for some second-time sex offenders (Iowa Code 902.14) and the “Special Sentence” that requires ten-year or lifetime supervision of most sex offenders following completion of their original periods of prison or probation. While CJJP originally estimated that 13 offenders per year would be eligible for the new Class A sentence, as of this writing only one inmate has been received under the new provision and only 52 prisoners were released from prison to the Special Sentence (via expiration) during FY2010 (up from 35 in FY2009 and 19 in FY08). Another 12 offenders were released to additional years of Special Sentence supervision after serving all or part of a revocation of the Special Sentence (four expirations, four work releases, three paroles, and one other). Anticipating their eventual impact on the prison population, therefore, cannot rely entirely on an examination of past justice system practices.

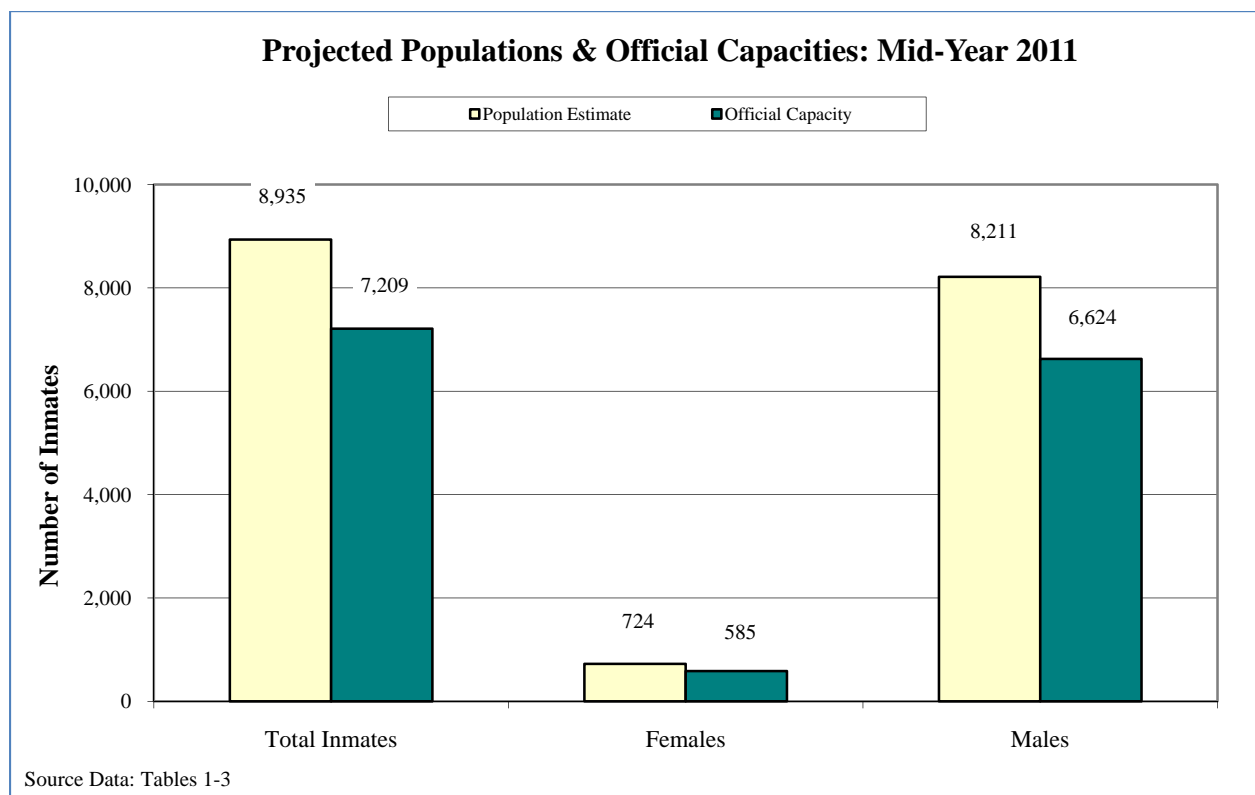
Thus, this report is not an attempt to *predict* the future of Iowa’s prison population. Instead, it is meant to provide an indication of the direction Iowa can anticipate its prison population will move under current policies and procedures. As these are modified, the State can anticipate different results in future forecasts.

## SHORT-TERM OUTLOOK

To some extent, forecasting the short-term population this year is more difficult than is true for the long-term forecast, as there has been explosive growth in the population during calendar 2010 that is clearly unsustainable in the long term. After reaching a low of 8,265 inmates on February 10, the population reached 8,603 on June 30 and has since risen to 8,846 as of November 1. If this pattern were to continue through the end of FY2011, it would yield a population of 9,376 on June 30, 2011.

Iowa's prison population is expected to rise between the end of state FY2010 and FY2011, but not at the rate noted above. By June 30, 2011, Iowa's prison population is expected to exceed official capacity by about 1,726 inmates, or by about 24 percent, if current offender behaviors and justice system trends, policies, and practices continue (Table 1).<sup>1</sup> Women's facilities are expected to hold about 139 more inmates than the official capacity, and men's facilities are expected to hold about 1,587 more inmates than the official capacity (Tables 2 and 3).

The level of crowding in men's and women's facilities is expected to be about the same at the end of FY2011, with the female population expected to exceed capacity by about 23.6 percent and the men's population expected to exceed capacity by 24.0 percent. This situation will abate somewhat in FY13 with the opening of the addition for women at Mitchellville. In 2014 the men's capacity will rise by 120 beds with the opening of the new Fort Madison prison.



<sup>1</sup> Tables may be found in the appendix.

## LONG-TERM PROJECTED POPULATIONS

### *Total Inmates*

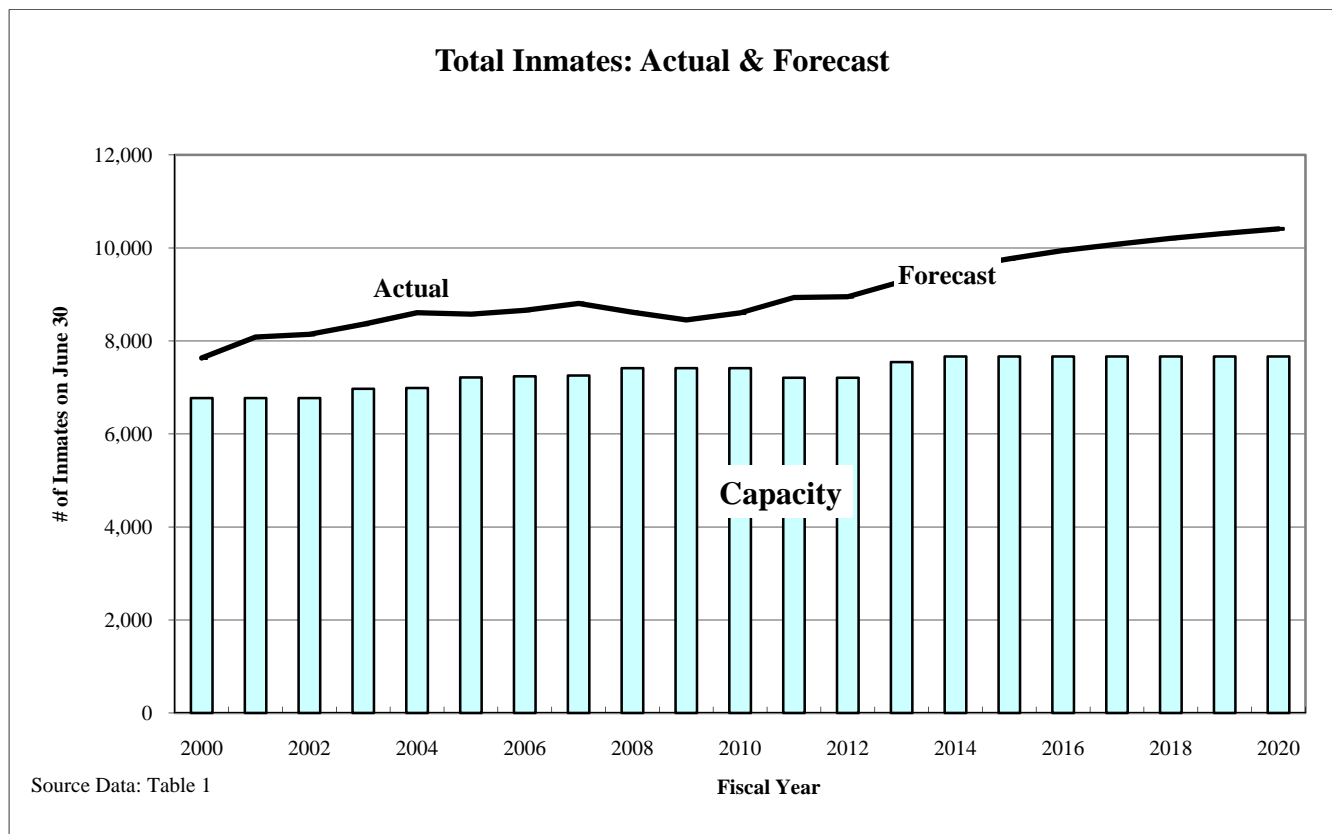
If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,602 inmates on June 30, 2010 to about 10,409 inmates on June 30, 2020, or by about 21 percent over the ten-year period (Table 1).

### *Male & Female Inmates*

While it was projected a year ago that the women's population would either stabilize or drop, an increase in the women's population in FY2010 changes that scenario. The current forecast suggests that the women's population will revert to the trend seen in the early 2000's, with increases being the rule until some stabilization late in the decade at around 885 inmates (Table 2). The population of male inmates is expected to increase by about 21 percent during this same period (Table 3).

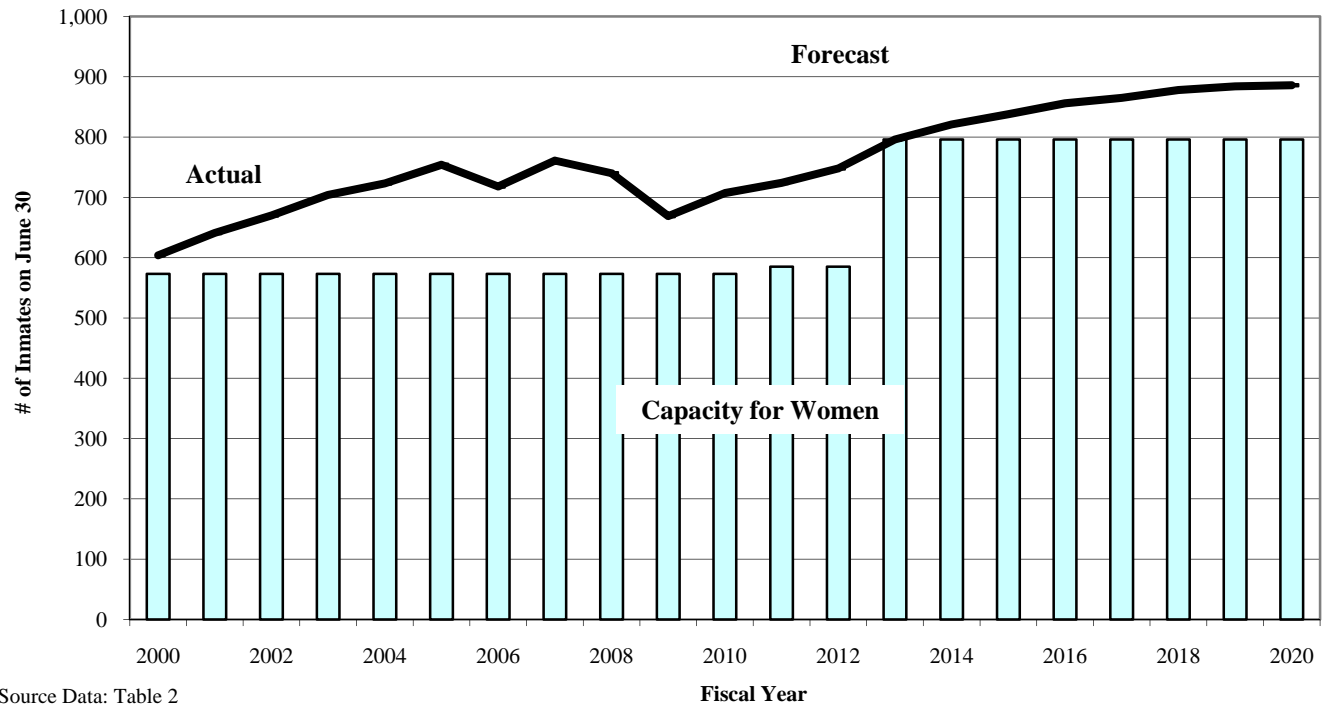
### *Prison Capacity*

When compared with official Department of Corrections prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to exceed official capacity by 11 percent, and the male inmate population is projected to exceed capacity by about 39 percent, by mid-year 2020 (Tables 2 and 3).

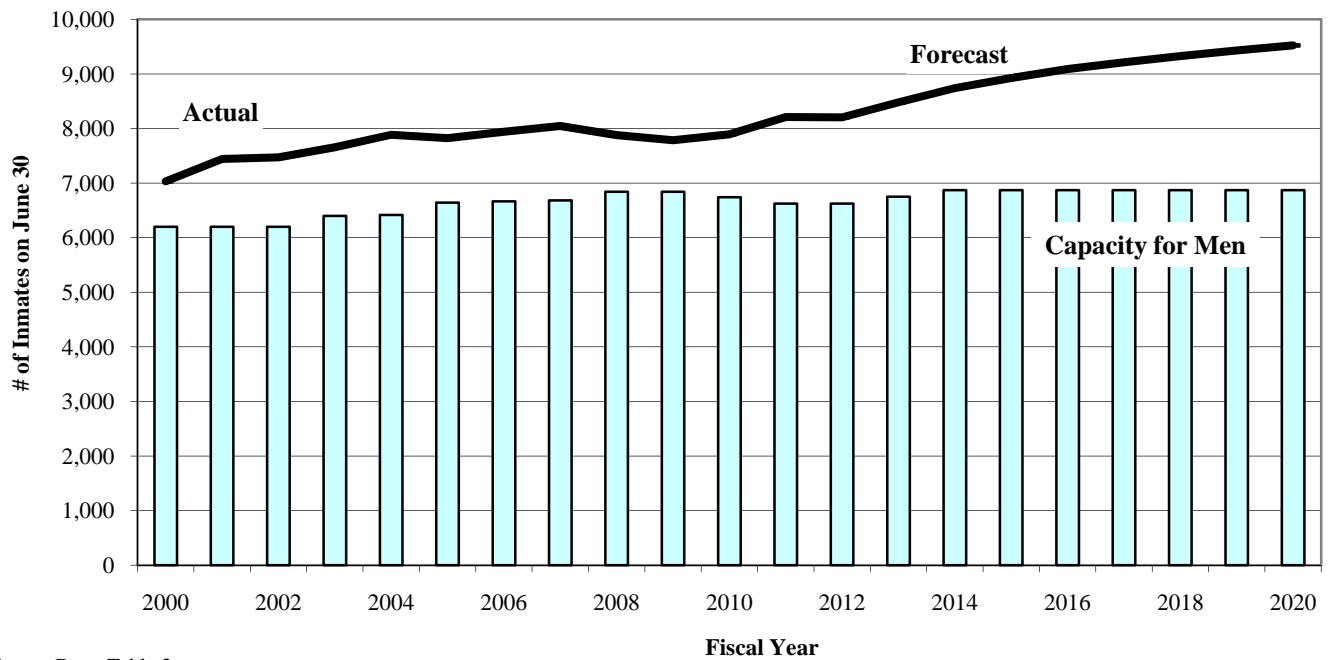




### Female Inmates: Actual & Forecast



### Male Inmates: Actual & Forecast



## FACTORS INFLUENCING PRISON GROWTH

After two years of what might be termed optimistic Forecasts (i.e., those showing minimal growth in populations) the Forecast for this year shows the return of patterns suggesting continuing increases in Iowa's prison population. This year's Forecast suggests a near-record-high population by the end of FY2011 with yearly increases thereafter.

To some extent, the last months of FY2010 constituted a "perfect storm" vis-à-vis the prison population, as both direct court commitments and probation revocations turned upward while paroles lagged. Last year, CJJP projected 9.025 inmates by mid-year 2019, if current offender behaviors and justice system trends, policies, and practices continued. The current forecast for mid-year 2019 is 10.314, or nearly 1,300 more inmates than projected last year

This increase from last year's forecast appears to be due to three primary factors:

- **A continuing drop in paroles and an accompanying rise in average time served prior to release.** For the fifth consecutive year, the average length-of-stay for first releases from prison increased. This increase was seen for nearly all groups released from prison, particularly Class B and Class C felons. While some of this drop would have been anticipated because of the creation of the Special Sentence -- which eliminates the need to parole sex offenders in order to provide post-release supervision -- nearly all types of offenders have seen increases in time served since FY2005. The number of parole releases also dropped for the fourth consecutive year, reaching a level comparable to FY2001.
- **An increase in the number of Class B felons expected to be in the population in ten years.** A year ago, CJJP estimated that there would be 1,827 Class B felons in the population at the end of FY2019. This year's Forecast suggests 2,199 Class B felons at the end of FY2020. Many of these offenders are expected to be drug offenders, as FY2010 saw an increase in commitments of drug offenders after a four-year pattern of decreases.
- **An underestimation in the expected number of Special Sentence revocations in the population.** Each year since its initiation, CJJP has increased the anticipated number of Special Sentence violators expected in the population. Two years ago, CJJP forecasted that 123 Special Sentence violators would be in the population at the end of FY2018. Last year, we estimated that there would be 314 Special Sentence violators in the population at the end of FY2019. This year, we expect 400 at the end of FY2019 and 392 at the end of FY2020. What these changes suggest is that revocation rates for those serving the Special Sentence have been higher than anticipated, both for those released from prison and those who served their sentences in the community. Essentially, what has happened is that Special Sentence revocations have occurred at a much higher rate than previously seen for sex offenders in Iowa. Given the relatively short period of experience in dealing with the Special Sentence, it would not be surprising if the actual figure in ten years were higher, in part because no effort has yet been made to determine the expected level of second-offense Special Sentence revocations (which have a five-year term, and which just started to occur in FY2010).

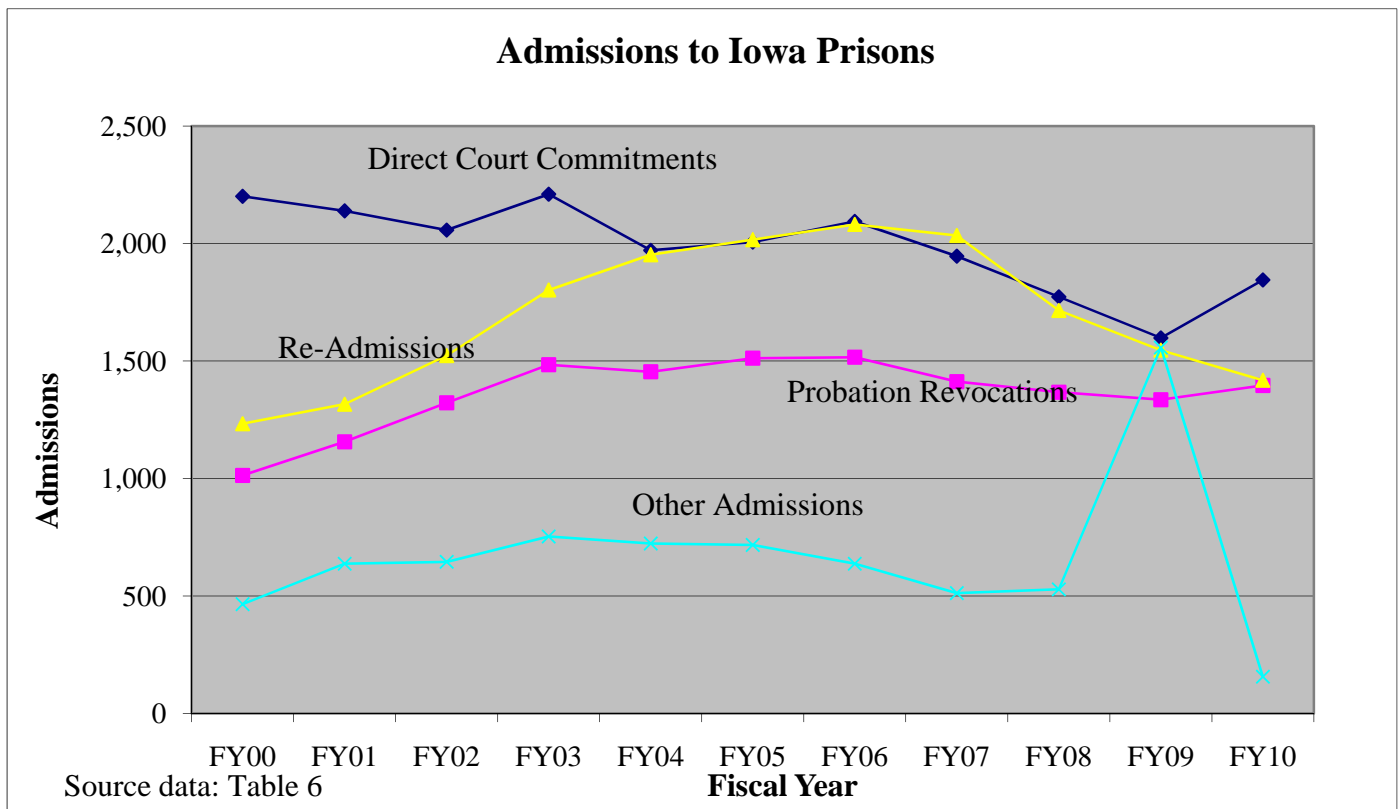
While changes enacted in the 2004 and 2005 legislative sessions will eventually assist in stemming the growth of the inmate population, these changes have had minimal impact through

the end of FY2010. The foremost of these changes modified the mandatory minimum terms which had previously required that some inmates serve 85 percent of their terms. The change allows the Board of Parole to release affected inmates after serving 70 percent of their sentences (which still expire at 85 percent). This change has allowed the release of a number of Class C felons since its passage, but no impact will be seen on affected Class B inmates until at least 2016. The major growth in the prison population through FY2019 will be among those serving 70 percent sentences (the expected increase in Class B 70% sentences is 436 inmates between FY2010 and FY2020).

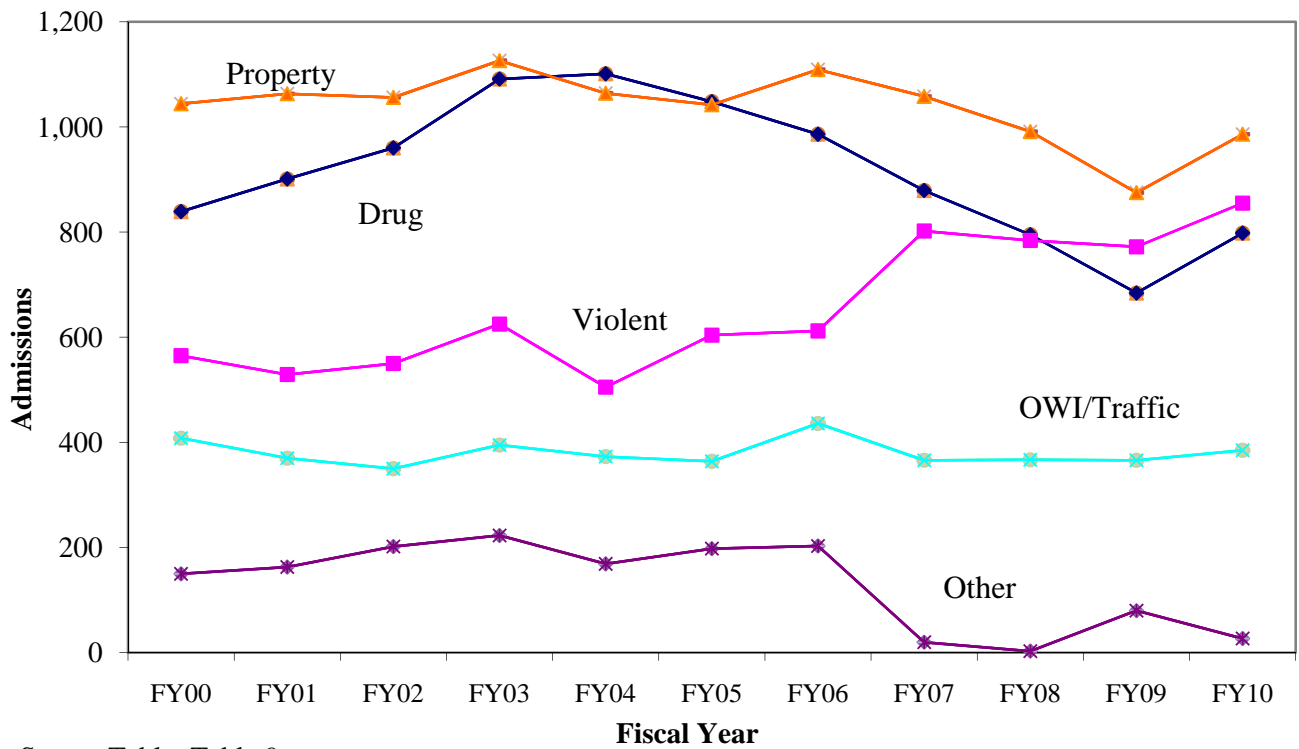
After the three-year drop in new prison admissions (new court-ordered commitments and probation revocations), FY2010 saw a return to the pattern of increases seen earlier in the decade. New admissions are now expected to rise slightly over the next ten years (with a change from 3,260 admissions in FY2010 to about 3,462 admissions in FY2020 [Table 7]). Nearly all the increase in admissions seen in FY2010 occurred in the last half of the fiscal year, as 277 of the 313-admission increase took place during the latter period. This increase was driven by new drug, property, and violent admissions, with violent admissions decreasing in the first six months and rising by 32 percent in the second six months.

After a decrease in FY2009, readmissions dropped by 5.0 percent in FY2010, although the pattern was similar to that shown for new admissions. A 14.7 percent drop in the first half of the year was followed by an increase of 5.9 percent in the last half of the year. Nonetheless, readmissions are expected to increase to about 1,700 over the next decade (violation program admissions have not been included here due to the program's discontinuation in late FY2010),

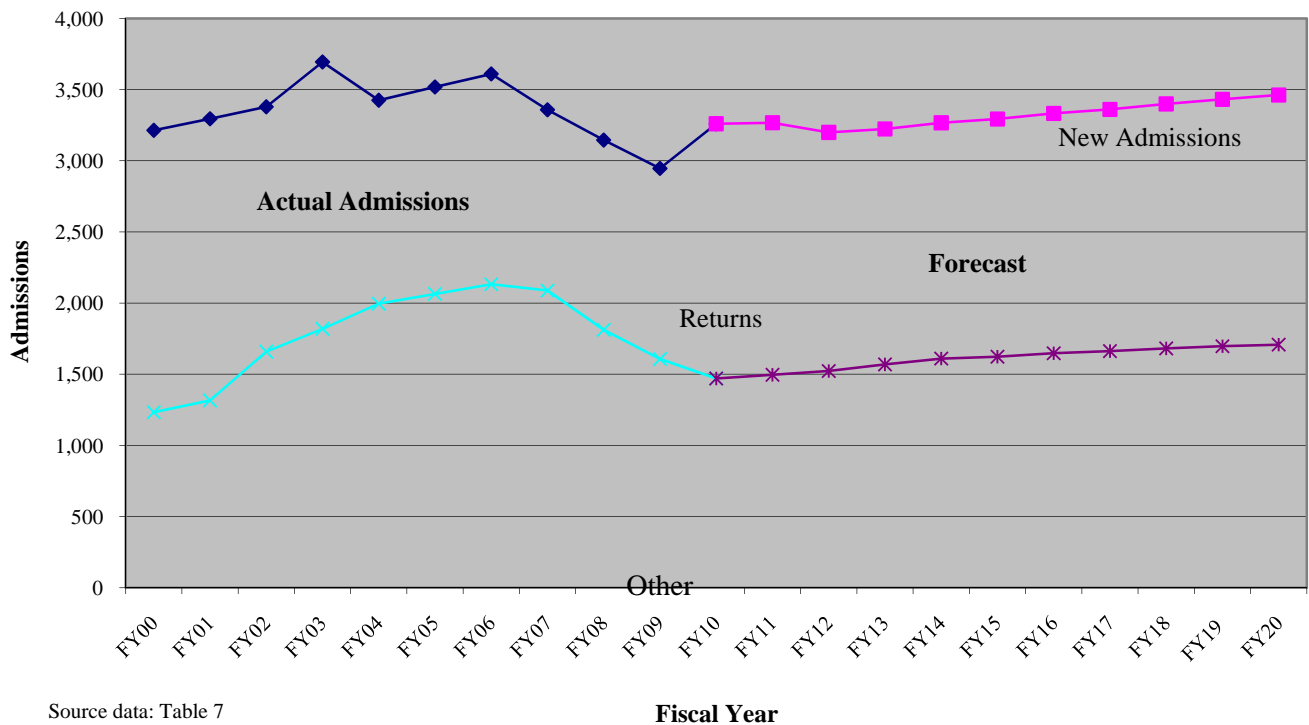
In the chart below, note that the dramatic increase in other admissions seen in FY2009 was a one-time occurrence due to flooding of the Linn County Jail and the temporary holding of Linn County Jail inmates in institutions of the Iowa DOC.



### New Prison Admissions by Offense Type



### Prison Admissions: Actual & Forecast

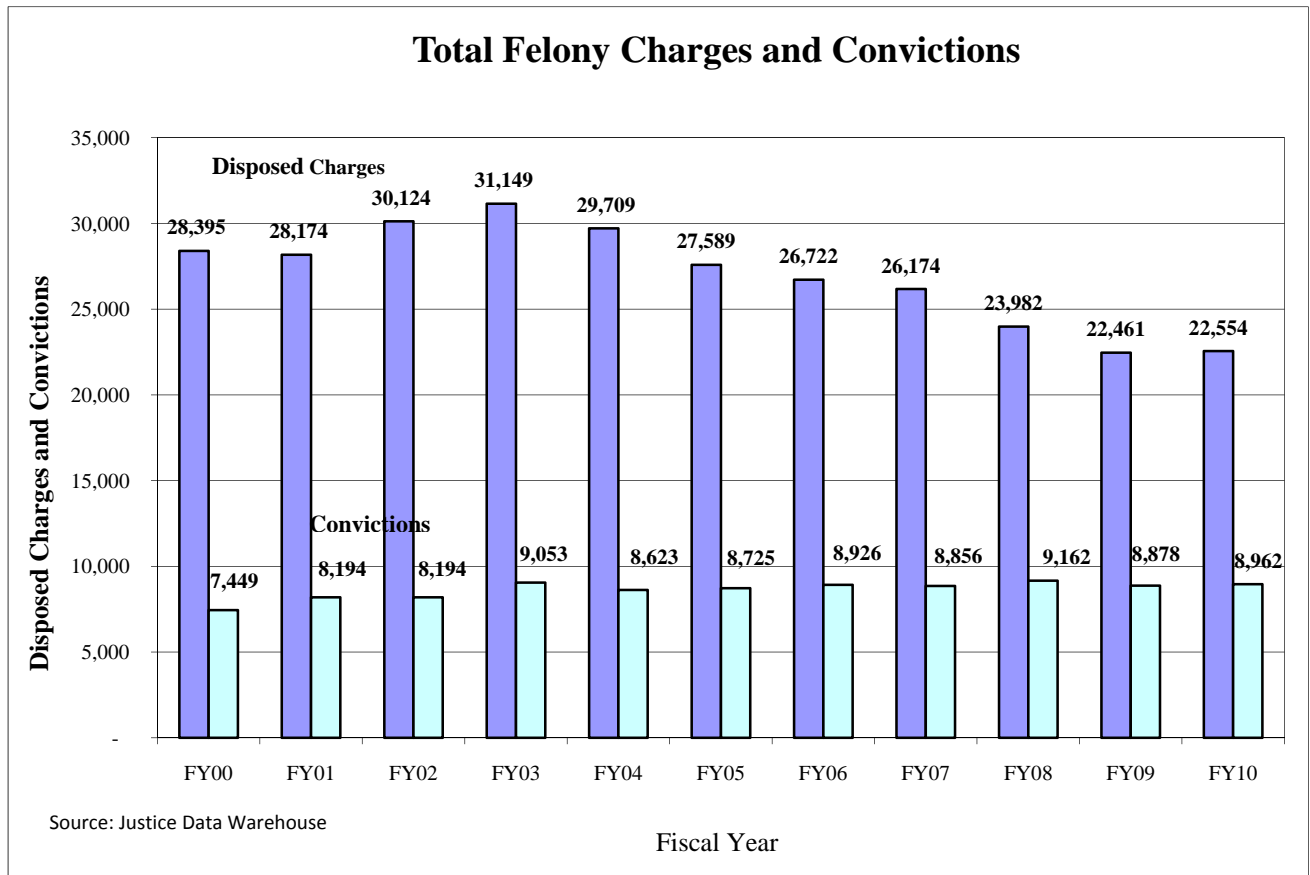


There are other factors which, while their impact may not be so direct, appear to influence the prison population:

- **Decreases in Felony Charges Disposed**

Projections of new prison admissions are informed by felony charges disposed and felony convictions in the Iowa District Court. As shown in the chart below, felony charges have peaked and then dropped since FY2000. Overall, felony charges disposed have dropped 27 percent since FY2003, although in FY2010 a slight increase in dispositions occurred for the first time since FY2003. It is also noteworthy that the largest decreases have taken place among the most serious crimes: since 2003, filings of Class B felonies have dropped 44 percent. Even with the increase of FY2010, trends analysis suggests that felony charges are likely to stabilize or continue to drop.

Compared to disposed charges, felony convictions over the period have remained relatively stable. Total felony convictions have dropped just one percent since FY2003, with a 0.9 percent increase between FY2009 and FY2010 (8,878 to 8,962).



- **Changes in Sentencing and Parole Eligibility**

The Violent Crime Initiative (*Iowa Code* section 902.12), effective FY1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85 percent of the maximum term be served. The offenses originally affected included all robbery and second degree murder, sexual abuse, and kidnapping. Attempted murder and certain instances of vehicular homicide were added effective FY1998.

Due to these changes, the expected length of stay for these offenses increased greatly (Table 4). However, under changes enacted during FY2004 and FY2005, all persons previously admitted to prison for these crimes have become eligible for parole or work release after serving 70 percent of their sentences, leaving an opportunity for parole between 70 percent and 85 percent. The extent to which the Board of Parole releases offenders prior to the 85 percent expiration obviously affects the size of the prison population. Sixty-seven of these offenders were released in FY2010 (compared to 65 in FY2009). CJJP estimates that 40 of these offenders would not have been released in FY2010 if the original 85 percent requirement were still in effect.

As of 6/30/10, of the 918 inmates serving minimum sentences under Iowa Code section 902.12, CJJP estimates that 358 would have been released by 6/30/20 under the original 85 percent law. If this group, instead, were released at their 70 percent eligibility date, 541 will have been released. If release occurs, on average, midway between 70 percent and 85 percent, 448 will have been released. In addition, CJJP estimates that another 51 Class C 70 percent felons yet to be admitted will have been released prior to the end of FY2020 (who would **not** have been released under 85 percent provisions). Remember that the impact of the change to 70 percent on Class B felons will just start having an impact in FY2016, at which point the first of these offenders will become eligible for parole consideration, so the long-term impact of the change is more considerable. In January, 2018, when the first Class B 70 percent felons would have been released under the original 85 percent law, there will be 115 Class B inmates who will have passed the 70 percent point of their sentences and will be eligible for parole or work release. There will be 223 of these Class B offenders eligible for release under the 70% requirement as of 6/30/20; only 53 of these Class B offenders would have been released by 6/30/20 under the original 85% law.

By mid-year 2020, CJJP estimates that about 1,393 prisoners will be serving time under these mandatory sentencing provisions (not including 29 sex predators). While there is expected to be stability in the number of those serving 70% Class C sentences (a drop from 327 to 312), CJJP estimates that those serving 70% Class B sentences will rise from 568 to 1,004, as the first of these offenders will not become eligible for parole until mid-2016. Additional, substantial effects of these laws on the prison population will be realized beyond this forecasting period. For estimates of the make-up of the prison population in future years, see Table 10.

It should be noted that a high percentage of those serving sentences under 902.12 are African-American. Of the non-70% offenders in prison on 6/30/10, 24.1 percent were African-American. Of the 70% offenders, 37.4 percent were African-American. Thus, it will be difficult to reduce the racial disparity in Iowa's prison population without somehow modifying 70% sentences.

In addition to the Violent Crime Initiative, the Sexual Predator law (Chapter 901A, *Iowa Code*) effective in FY1997, imposes the requirement that certain repeat sex offenders serve 85 percent of the maximum term, *and* increases those maximum terms from the sentences that would otherwise have been imposed. While recent sentencing changes provide for parole eligibility for those sentenced under the Violent Crime Initiative, parole remains abolished for offenders sentenced under Chapter 901A. On June 30, 2010, there were 36 offenders serving sentences under Chapter 901A (including one lifer).

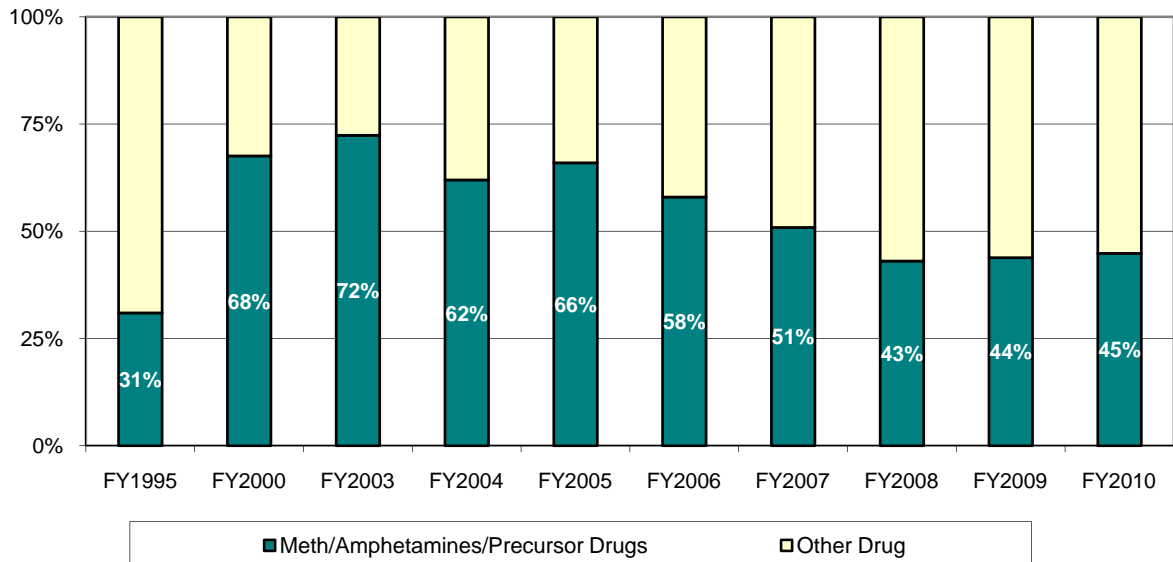
- **Admissions of Drug Offenders**

After five straight years of declines in drug admissions to prison, new drug admissions increased in FY2010. Drug admissions have been one of the driving forces behind rising prison populations in Iowa for more than the past decade. Drug admissions reached their peak in FY2004, when 32% of the new inmates entering prison were committed for drug offenses. More broadly, between FY2005 and FY2010, about 26% of Iowa's prison population has entered prison after conviction for drug crimes. In addition, there are obviously other inmates who have been committed to prison for non-drug crimes which stem from drug involvement.

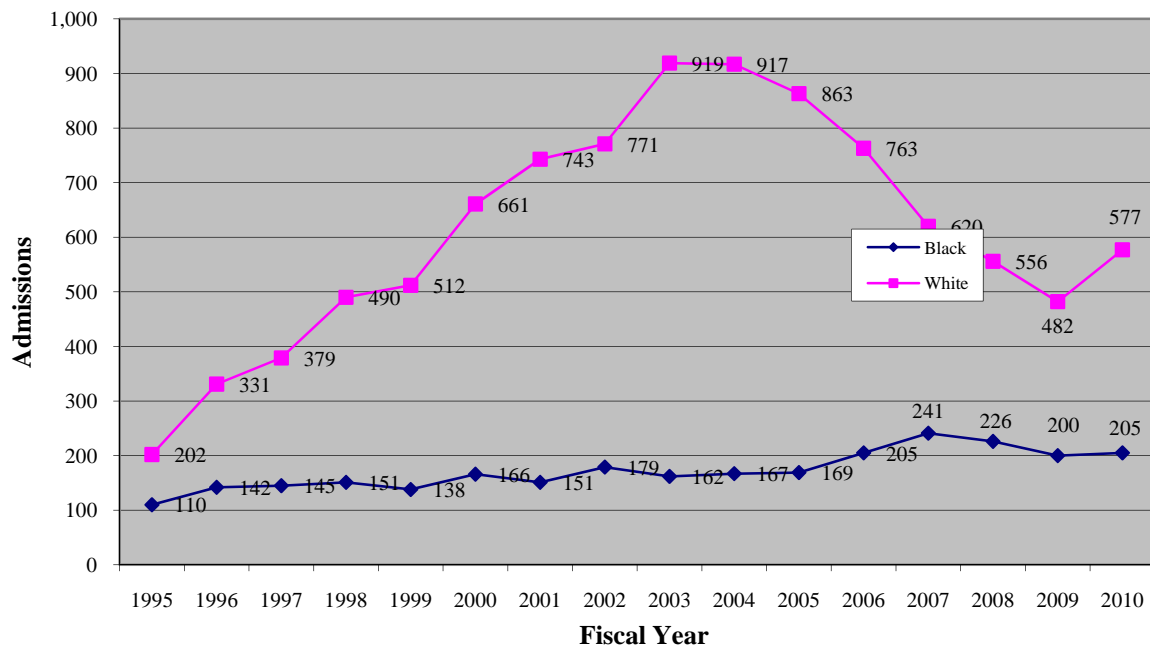
As time passes, it becomes more evident that the rise in drug admissions that peaked in FY2004 was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution meth dealers and users. CJJP analysis of Department of Corrections' records reveals that, of drug offenders admitted to prison during FY2010, about 44 percent had offenses involving methamphetamines, amphetamines, or precursor substances. Between FY2009 and FY2010 new drug admissions rose by 105, 54 of which involved meth-related crimes. CJJP estimates that prison admissions for meth-related drug crimes increased from about 244 admissions in FY1996 to 358 admissions in FY2010, with an estimated high of 805 in FY2003.

Another factor pertaining to drug commitments that bears continued inspection is the relationship between Iowa's historically high rate of African-American imprisonment and drug commitments. As admissions for methamphetamines rose from the 1990's through 2004, the percentage of white drug admissions also rose, as meth tends to be a "white" drug. As meth admissions dropped, however, there was a tendency for cocaine-related admissions – who are principally black -- to increase. This pattern was reinforced in FY2010, but in reverse, as methamphetamine-related admissions rose by 54 (whites accounted for 48 of these), and black cocaine-related admissions decreased (from 111 to 102). The overall (slight) increase in black drug admissions in FY2010 was primarily due to increasing marijuana-related convictions.

### New Prison Admissions: Drug Offenders by Type of Drug Involved



### New Drug Admissions to Iowa Prisons

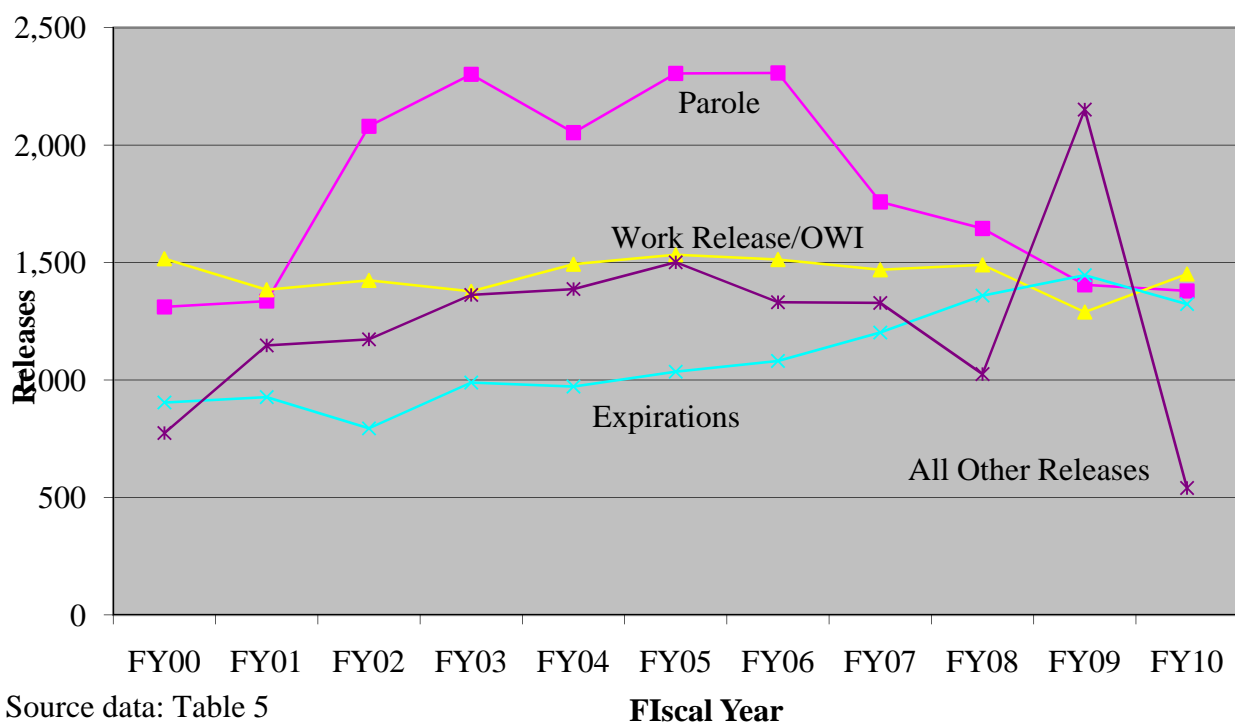


- Increases and Decreases in Paroles**

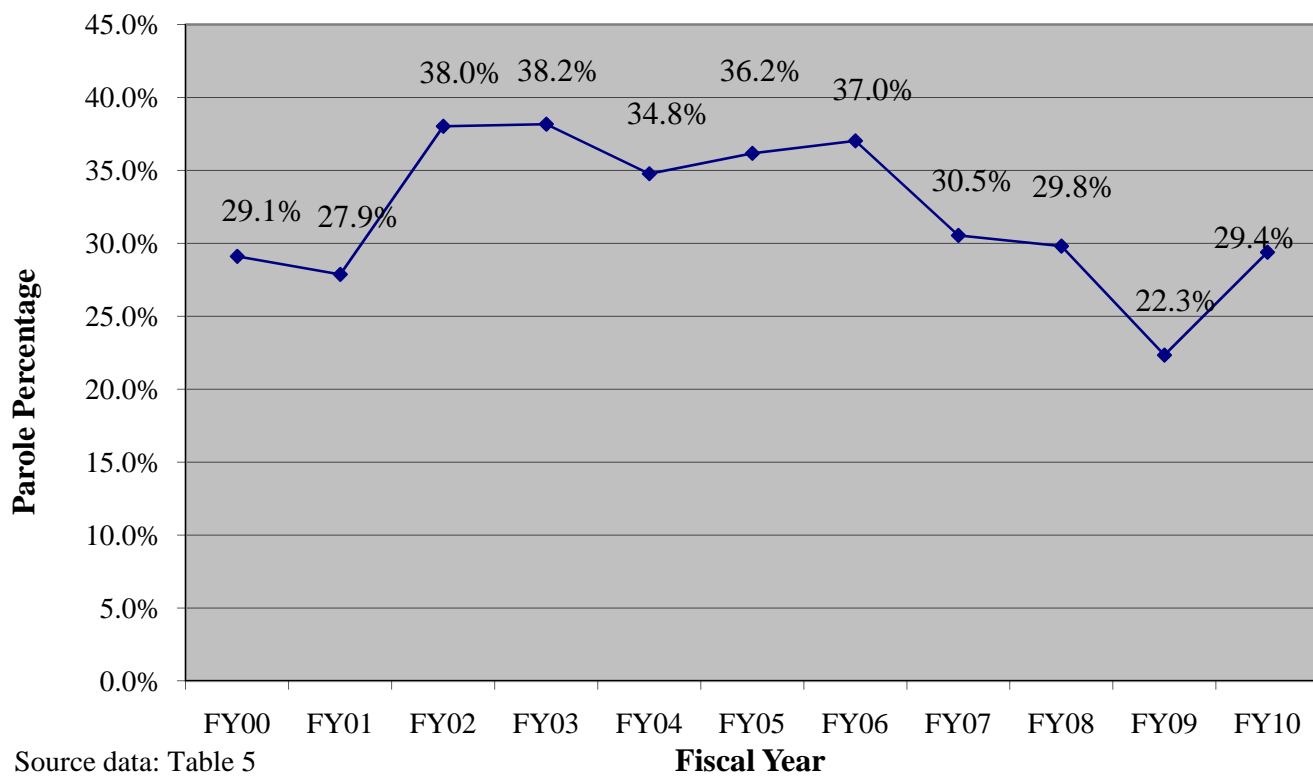
After record-high paroles in FY2006 (2,307), paroles in FY2010 dropped to their lowest numerical level since FY2001 (Table 5). As a percentage of total releases, however, paroles actually increased in FY2010, but the rate remains well below the rate of FY2005. In addition, for the first time since FY01, the number of paroles was smaller than combined releases to work release and OWI facilities.



## Prison Releases FY00-FY10



## Paroles as a Percentage of Final Releases

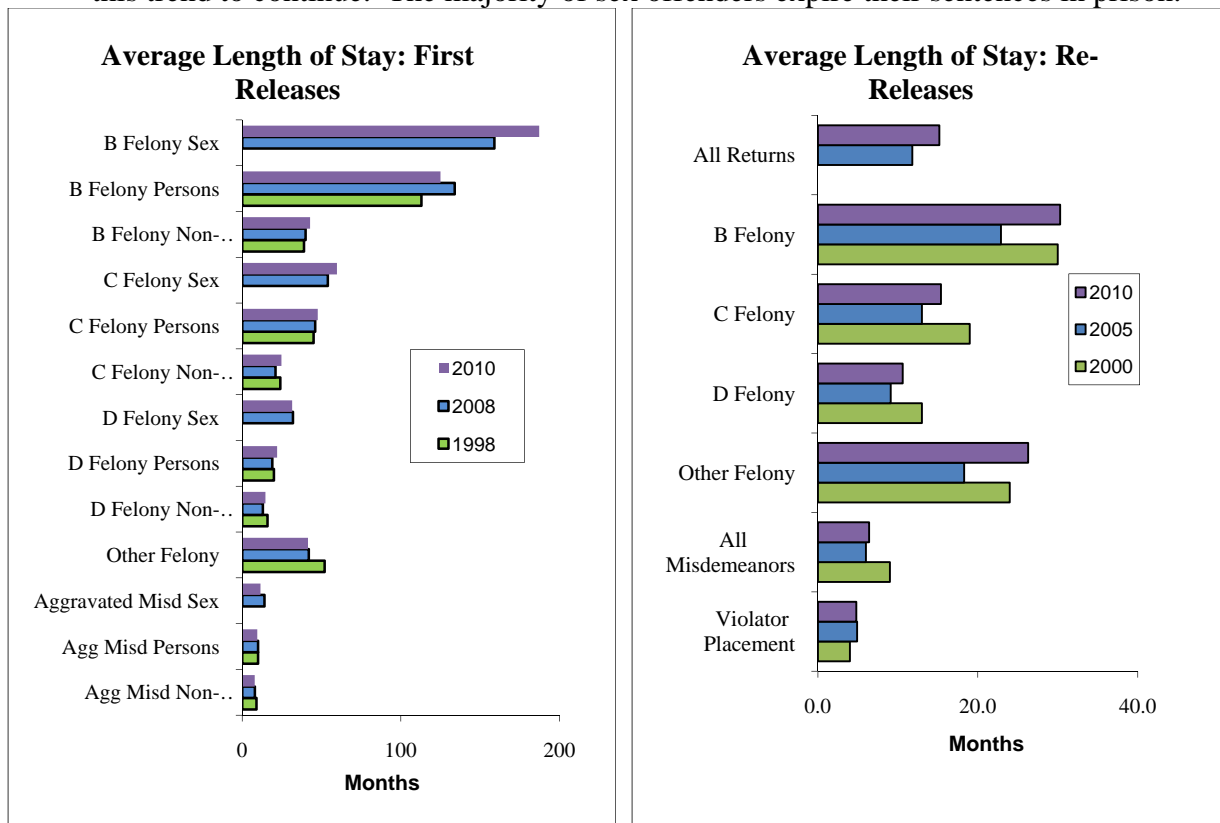


- **Increases in Inmate Average Length of Stay**

As parole releases rise and fall, average time served for departing inmates also tends to rise and fall. Analysis of time served is done by class and offense type for two groups: new inmates who are leaving prison for the first time, and inmates who have previously been released but have returned and are being released for a second or subsequent time. Average time served for the second group tends to be shorter than the first because of their having usually served a significant portion of their sentences prior to their original release.

Average time served in prison prior to release for rose slightly for both new admissions and returns in FY2010 (Table 4).<sup>2</sup> Comparing FY2010 figures with FY2000, one sees a mixture of increases and decreases, with offenders committing crimes against persons more likely to show increases and other offenders showing decreases. Inmates released for a second or subsequent time on a sentence in FY2010 tended to serve less time than was true in FY2000, although the average inmate re-released in FY2010 served one additional month compared to FY2009 releases.

Note that sex offenders in every category tend to serve more time in prison than other inmates within the same offense classes. With the creation of a “Special Sentence” in 2005 that provides for post-incarceration supervision for all sex offenders, CJJP expects this trend to continue. The majority of sex offenders expire their sentences in prison.



Source Data: Table 4. Data prior to FY2004 are based on samples of released prisoners. Length of stay figures do not reflect the amount of time that will eventually be served on crimes for which parole has been abolished (see page 10). “Other felony” category includes habitual criminals and some drug offenders. Figures for “all returns” are not available prior to FY2004.

<sup>2</sup> See the section “Forecasting the Prison Population” for a description of admission and release categories.

Note, too, that slight variations in average length-of stay can have considerable impact on the prison population. If the 3,054 “first release” inmates in FY2010 had been released at the same point as “first release” inmates in FY2009 (i.e., in 22.5 months instead of 23.2 months), the result would be 178 fewer inmates, less those returned for violations. If these inmates had been released at the same point as in FY2006 (19.2 months), the reduction would be 1,018 inmates. Thus, the size of the prison population is very sensitive to variations in average length-of-stay.

- **Changes in Community-Based Offender Populations**

As shown in the charts below, probation and parole populations have varied over the past ten years. While the relationship is not necessarily linear, there appears to be a connection between the number of offenders under supervision in the community and the number eventually entering prison.

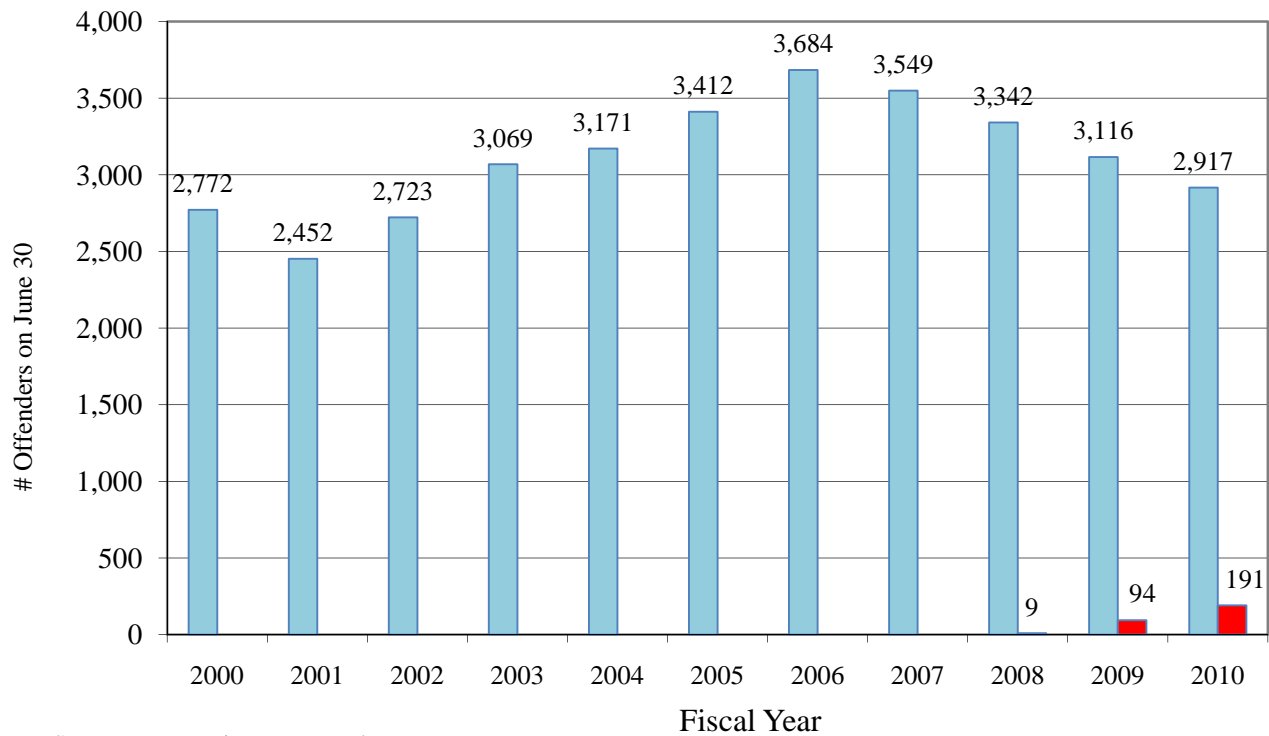
The parole supervision population has risen and dropped during the decade, with the peak figure of 3,684 (at the end of FY2006) followed by four years of declines. This drop in parole populations appears to be the result of a decrease in paroles granted. Accompanying this drop in parolees supervised in the community has been a drop of almost one-third in parole revocations since FY2006 (970 in FY2006 and 667 in FY2010).

Note in the parole supervision chart that the number of Special Sentence offenders has been added (in red). This population is expected to rise dramatically in the next ten years.

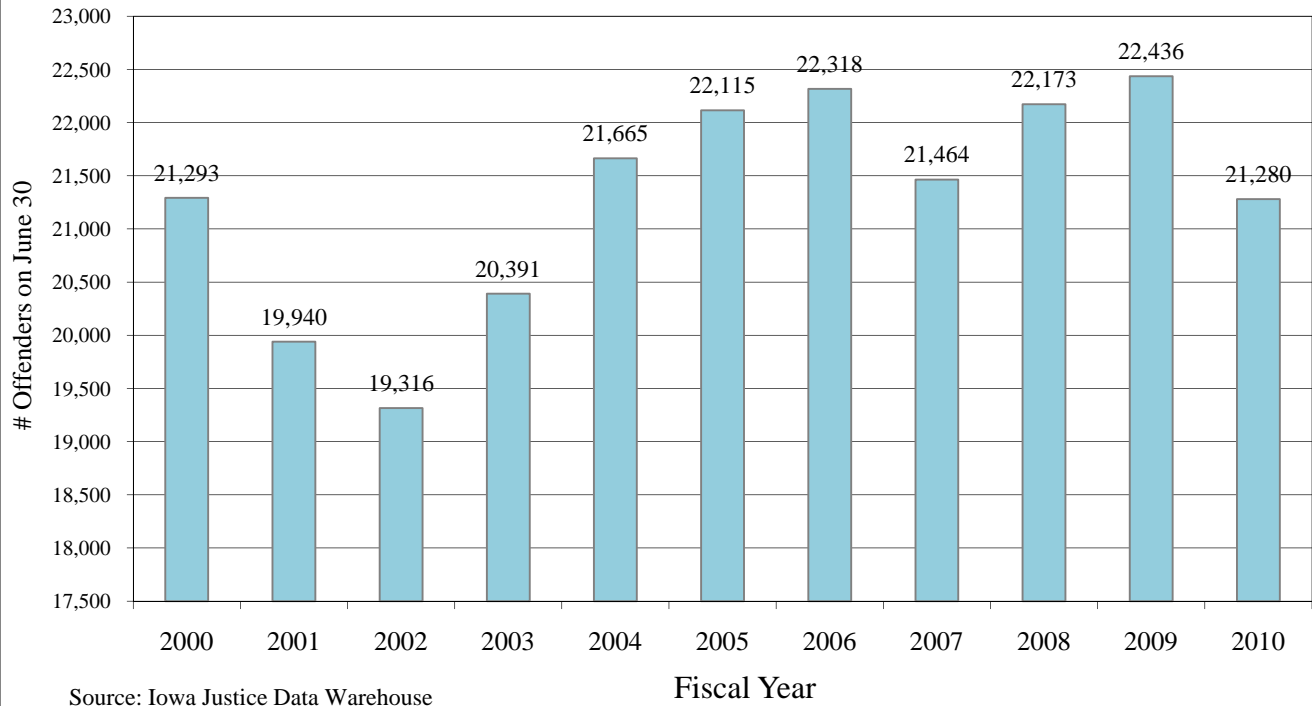
The end-of-year probation population is virtually unchanged since FY2000 (21,293 offenders in FY2000 and 21,280 offenders in FY2010). Nonetheless, the number of probation revocations entering prison has risen nearly 38 percent since FY2000. This rise in probation revocations has been accompanied by a decrease in the number of direct court commitments, suggesting that more offenders are being given a chance to succeed in the community rather than being directly committed to prison (Table 6).

One caveat that must be noted pertaining to probation and parole figures is that between FY2000 and FY2001 the district departments of correctional services switched database systems; it is believed that community-based corrections statistics greatly improved as a result of this switch. Consequently, system officials believe that the apparent large decline in field supervision populations between FY2000 and FY2001 was due mainly to the change in reporting systems. Still, there remains the possibility that the observed increase in probation revocations to prison that peaked in FY2005-06 may also be reflecting an increase in revocation rates.

### End-of-Year Parole Populations (Field Supervision)



### End-of-Year Probation Populations (Field Supervision)



- **Housing Federal Prisoners/Detainees**

Much of the increase in “other” prison admissions and releases in recent years is due to the housing of federal prisoners/detainees (Tables 5 and 6). At mid-year 2010, there were 84 federal prisoners/detainees in Iowa prisons. For purposes of the prison population forecast, it is assumed that this number will remain constant throughout the forecast period.

- **New Concentration on Sex Offenders**

In response to a particularly heinous rape and murder of a young girl, in 2005 the Iowa General Assembly enacted legislation that significantly toughened sentences for sex offenders, especially those whose victims are children. Three of the provisions of this legislation have particular impact on the prison population:

- Life sentences for second and subsequent sex offenses
- An increase in the severity of penalties for some categories of Lascivious Acts with a Child
- Establishment of ten-year or lifetime post-release supervision for felony sex offenders (the “Special Sentence”).

Based on analysis of past admission trends, CJJP in 2005 estimated that the new Class A provision would result in admissions of 13 new Class A inmates per year. Although this provision has been in effect since July 1, 2005, only one inmate has entered the Iowa prison system covered by this sentence. In this forecast CJJP is estimating such admissions at one every other year (accounting for five new inmates by mid-2020).

CJJP also estimates that, by mid-year 2020, revocations of the “Special Sentences” to be served by sex offenders will result in an increase from 72 inmates on June 30, 2010 (up from 35 a year earlier) to 392 on June 30, 2019 (up from 314 one year ago). Because there is yet little experience in determining how long those entering prison on the Special Sentence will spend in prison, we have assumed an imprisonment period of two years. This estimate may prove to be conservative, as most of those entering prison on the Special Sentence have served most, if not all, their sentences, and we have only recently begun to see second-and-subsequent revocations, whose term is five years.

Special Sentence revocations are expected to be about evenly split between former prisoners and former probationers. One word of caution, however, as Iowa has seen an unexpectedly high rate of revocation among those released to the Special Sentence, particularly given past research that has shown Iowa sex offenders having very low rates of re-arrest and/or return to prison. It should be noted that the number of offenders being supervised under the Special Sentence is rising rapidly, so it is not unexpected that the number revoked will rise similarly, in the absence of policy changes. Nearly all the increase in the imprisoned sex offender population in Iowa between FY2009 and FY2010 was accounted for by inmates serving sentences for violation of Special Sentences.

There has also been another impact stemming from establishment of the Special Sentence. Given that all sex offenders receiving the Special Sentence will receive field supervision upon expiring their original sentences, the Board of Parole no longer is required to approve early release of an inmate to ensure a period of field supervision. Given that fact, the Board

has become more and more reluctant to release sex offenders on parole. Thus, the extent to which sex offenders are serving their entire sentences prior to release – which was already the highest of any group of offenders – has risen, further increasing the number of sex offenders in Iowa’s prison system. In FY2010, for example, of the “first release” sex offenders, nearly 2/3 served their entire sentences. This compares to other violent offenders, 45% of whom were released via expiration of sentence.

With these new sex offender provisions, CJJP estimates that the number of offenders serving sentences for sex offenses in Iowa’s prisons will rise from 1,249 to 1,593 by mid-year 2020 (not including those serving time for sex offender registry violations, which are public order crimes). The full impact of the new sex offender legislation is not expected to be reached until well after this forecasting period.

- **Increases in Housing Class A Felons**

Iowa has seen its population of institutionalized Class A felons rise from 198 in 1986 to 635 on June 30, 2010. Consistent with recent forecasts, an attempt has been made here to estimate what will happen to this specific population over the next decade.

To achieve this estimate, it has been assumed that current Class A felons will die or leave the prison system due to other factors after serving approximately 30 years (at a median age of 60). If this is so, about 227 lifers will be leaving the prison system between 2010 and 2020, with a jump to double-digit departures starting in FY2012. In this case, it is projected that Iowa’s Class A felon population will rise from its current level to 644 later in FY2011 and then begin to drop as more inmates die or otherwise leave the prison system than are admitted. Under this scenario, the number of Class A felons is projected to be 550 at the end of FY2020 (including A Felony sex offenders).

In fact, the average time served for lifers dying in prison during recent years has been 18 years, so the estimate used above should be conservative. The median age of death for lifers in Iowa prisons has been 58 years. Other Class A inmates have also left prison due to commutation or by court order.

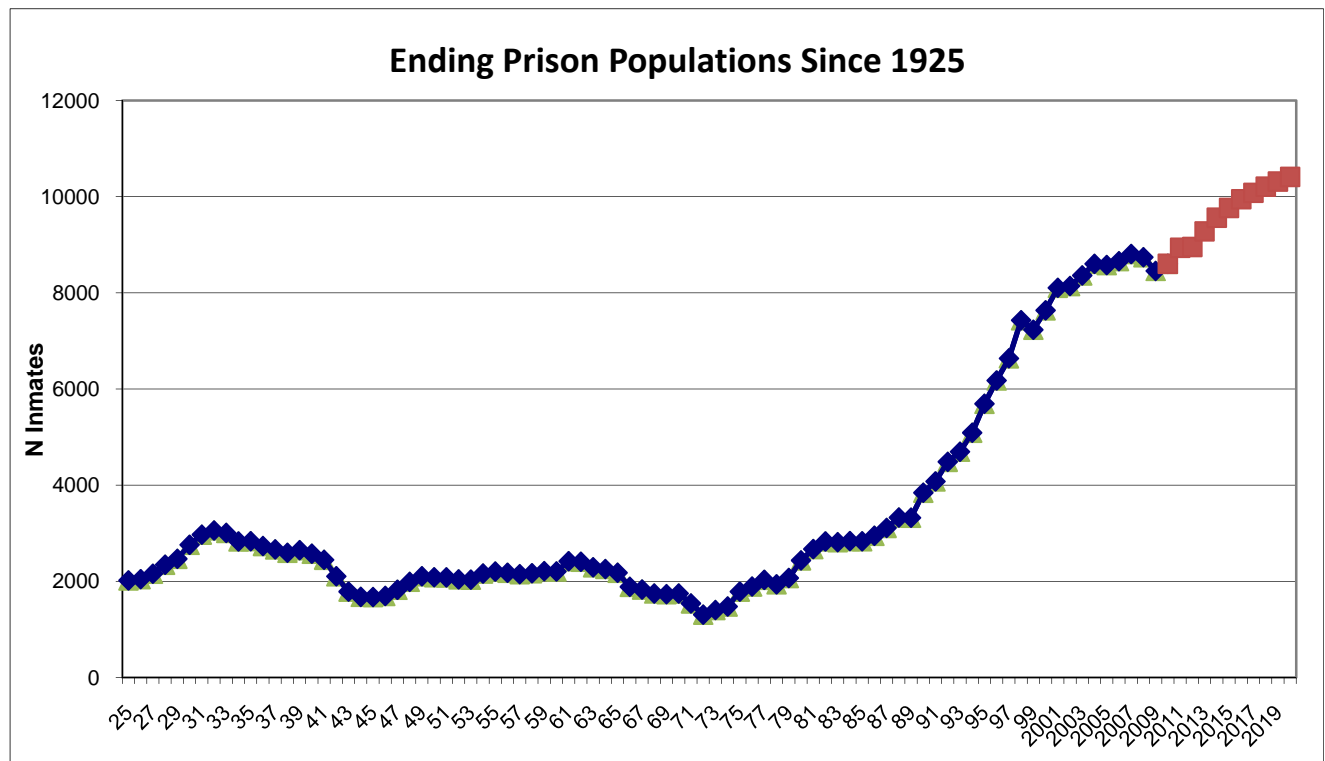
As of 6/30/10, 23 of the lifers in the Iowa prison system were age 70 and above, further reinforcing the notion that some lifers will be leaving prison within the next decade.

As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30 there were only 15 inmates serving life sentences for sex offenses. A new Class A penalty for subsequent sex offenses was adopted in 2005, but the first inmate sentenced under that provision didn’t enter prison until late 2010. For the purpose of this forecast, it is estimated that one new Class A sex offender will be admitted every other year. With the passage of time, it will be possible to develop a more rigorous estimate of future admissions.

## OPPORTUNITIES FOR CHANGE

After three years of declining admissions and two years of declining populations, FY2010 provided proof that Iowa cannot be complacent if it wishes to effectively manage the size of its prison population. While the last two Forecasts suggested that prison population pressures in Iowa had abated somewhat, the last four months of FY2010 and the first quarter of FY2011 have seen nearly unprecedented growth in the population.

The graph below provides some historical context for the growth in prison population in Iowa, and illustrates the pattern of growth experienced since 1973. While the last six years have shown some stability in population, the previous 30 years showed consistent growth. The question is whether the stability of the last six years will be overcome by the same pressures that caused growth in the previous 30 years.



Source: Iowa Department of Corrections and CJJP

We have written previously that the population surge since 1990 was driven primarily by the methamphetamines epidemic, and the population stability since 2005 was due in part to an effective effort to reduce the incidence of meth labs in the State. It doesn't appear coincidental, then, that drug commitments rose in FY2010 and that slightly over half that increase was due to increased meth-related commitments.

Another factor to consider is that the DOC "Violator Program" was discontinued in late FY2010, and the last of those entering the program had left the prison system by the end of the first quarter of FY2011. It is uncertain at this point how this program's discontinuation will affect the prison population. In the short term the population will be reduced, as typically there have been about 100 of these short-term inmates in the population. To the extent that the Violator Program was able to reduce later probation revocations, however, the impact of its elimination may result in a long-term rise in the population.

We wrote in last year's Forecast that, despite three years of reduced admissions, there were still pressures on the population that could result in future population increases. That appears to have been exactly what happened in FY2010, as direct court commitments rose 16.8 percent for the year, and probation revocations rose 3.5 percent. Partially responsible for these increases, new drug commitments rose for the first time since FY2004. Also ominous is that new "70%" commitments rose 19.5 percent in FY2010. There were 77 more "70%" inmates in prison at the end of FY2010 than there were at the end of FY2009. The one encouraging note about admissions is that despite the rise in FY2010, admissions are still below their FY2003 peak.

Accompanying the increase in admissions in FY2010 was a continuation of reduced rates of parole seen in recent years. It should be remembered that a major reason for the stability of Iowa's prison population between FY2004 and FY2006 was an increase in paroles. While parole releases have dropped 40 percent since FY2006, the Board and the Department of Corrections are reported to be working more in concert to ensure that when the Board is ready to consider an inmate for release, that person has fulfilled whatever treatment requirements the Board has previously recommended. Iowa can't avoid increasing prison populations without assistance from the Board of Parole.

In recent years the Department and the local Departments of Correctional Services have moved purposefully toward implementation of "evidence based practices" throughout the correctional system. Accompanying this movement has been adoption of a policy supporting more rigorous monitoring and evaluation of correctional programming. Included among the interventions are a variety of sex offender programs and a host of programs designed to facilitate an offender's transition from institution to community.

This movement toward data-based decision-making should be applauded on a variety of fronts. First, it promises more efficient use of correctional resources in a time of limited budgets. Second, it holds the promise of reduced recidivism and, ultimately, a safer Iowa. Accompanying reduced recidivism, of course, should be a justice system more able to efficiently handle the volume of offenders coming to its attention.

As an example, the DOC recently opened "one-stop shops" in Waterloo and Des Moines, and preliminary recidivism and retention rates for both programs are well below those found for comparison groups. The DOC has also been able to demonstrate that lower field caseloads result in lower recidivism for high-risk offenders. This type of regular monitoring and evaluation of programming holds promise in times of reduced justice system resources. Iowa should continue to assess the effectiveness of DOC programs.

In FY2010 releases from prison due to expiration of sentence continued at a high level. This may be due to a variety of factors, including inmates' refusal of parole, the parole board's desire to incapacitate some dangerous inmates as long as possible, and previous failures on parole and/or work release (about 40 percent of the institutional expirations in FY2010 had had previous release opportunities). Other factors may also come into play, such as lack of treatment resources in the community and high parole and probation caseloads in departments of correctional services (although parole caseloads dropped about 165 between the end of FY2009 and the end of FY2010). In that context, funds allocated to community-based corrections and treatment programs are well spent, as maintaining offenders in the community is much less costly than institutionalization. As Iowa addresses the needs of its corrections system, it would be wise to ensure that community-based resources are adequate. Cuts in community-based programming will likely result in rises in institutional populations. The possibility exists that the



increase in commitments during the last months of FY2010 may be related to a reduction of resources in community-based corrections.

One opportunity for change lies in Iowa's response to drug offenders. There have been some hopeful signs vis-à-vis drug offenders in the past four years, as from FY2005 through FY2009 admissions for drug offenses dropped (particularly admissions for Class B drug offenses). Iowa should continue examining drug offenders and drug sentences to ensure that those committed to prison for drug offenses could not be handled more effectively elsewhere or, perhaps, handled in prison for shorter periods of time. One step in this regard may be to equalize powder and "crack" cocaine sentences, one of the recommendations of the new Public Safety Advisory Board (PSAB). While there was disagreement on the PSAB as to how crack and powder sentences should be equalized, the Board agreed that the current disparity in penalties was unwarranted.

The Public Safety Advisory Board itself constitutes an opportunity to develop a more effective justice system. Created during the 2010 legislative session, this body's responsibilities include analysis of current and proposed criminal code provisions. To the extent that this body can reach agreement on proposed changes to criminal laws and process, there should be opportunities to make Iowa's justice system more just and more efficient, as well.

As noted previously, during the 2005 General Assembly considerable changes were made in legislation pertaining to sex offenders. The anticipated impact of these changes (as they currently exist) is included in the population forecast presented here. Included in that legislation was the creation of a Sex Offender Treatment and Supervision Task Force, established to study and make recommendations pertaining to sex offender policies in Iowa. This body has been replaced by a Sex Offender Research Council, which has broader responsibility than the previous Task Force in helping Iowa determine how best to respond to sex offenders. To the extent that this body is successful in bringing thoughtful change to Iowa's current (and currently-anticipated) practices with regard to sex offenders, the population changes forecasted here may be increased or reduced. It will be difficult to stem future population increases without somehow addressing sex offenders, as, without some modifications either to the length of Special Sentence supervision or to which offenders are to serve lifetime supervision, sex offenders will constitute an ever-larger proportion of offenders under community supervision.

A final possibility to controlling future population increase lies with inmates serving 70% sentences, particularly those with 25- and 50-year terms. At the end of FY2009, Class B 70% inmates constituted 5.6 percent of Iowa's inmate population. This year's Forecast suggests that 9.6 percent of the FY2020 population will be serving 70% Class B sentences. While there is little argument that the inmates serving these sentences deserve punishment, and in many cases warrant long sentences for the purposes of public protection, Iowa should consider whether it is wise correctional policy to imprison all of these offenders for a minimum of 17.5 years when, prior to adoption of (then) 85% sentences, these inmates served an average of about seven years.

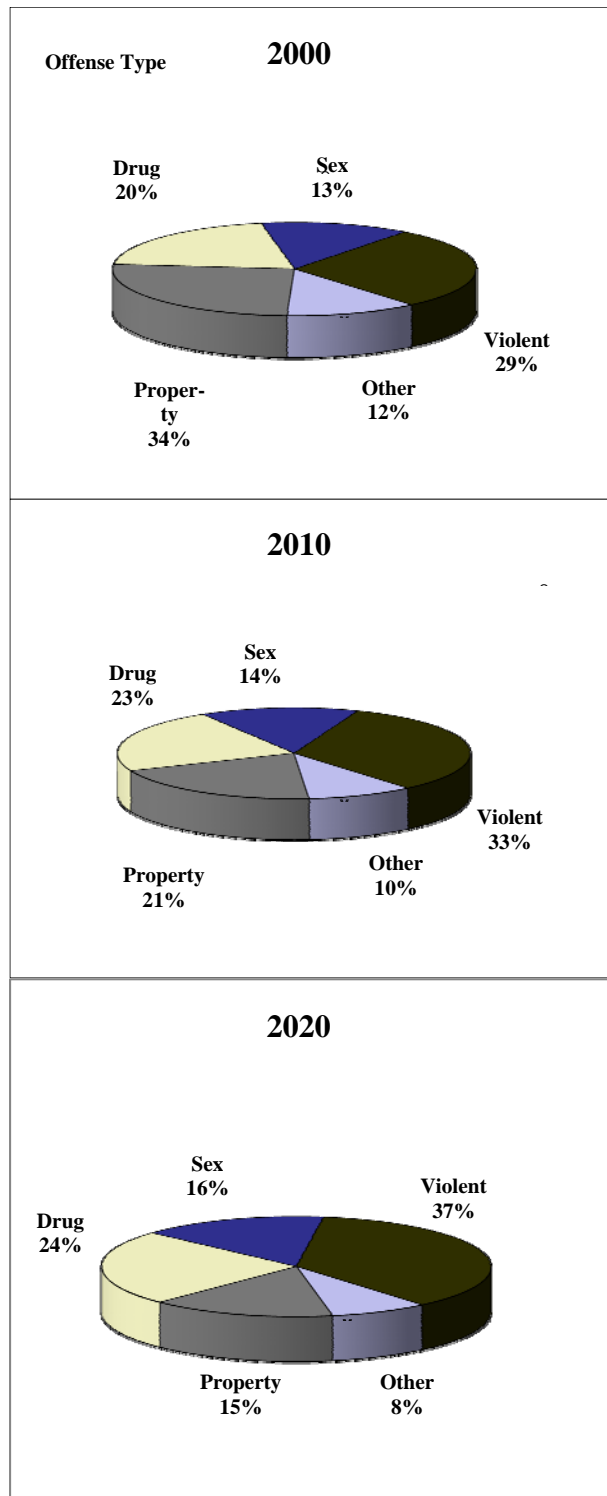
## THE CHANGING FACE OF IOWA'S PRISON POPULATION

Iowa's prison population has grown from 2,495 inmates at mid-year 1990, to 7,645 inmates at mid-year 2000, to 8,602 inmates at mid-year 2010. In addition to the large increase in prisoners, the offender population has changed in regard to offense type, age, race/ethnicity and sex.

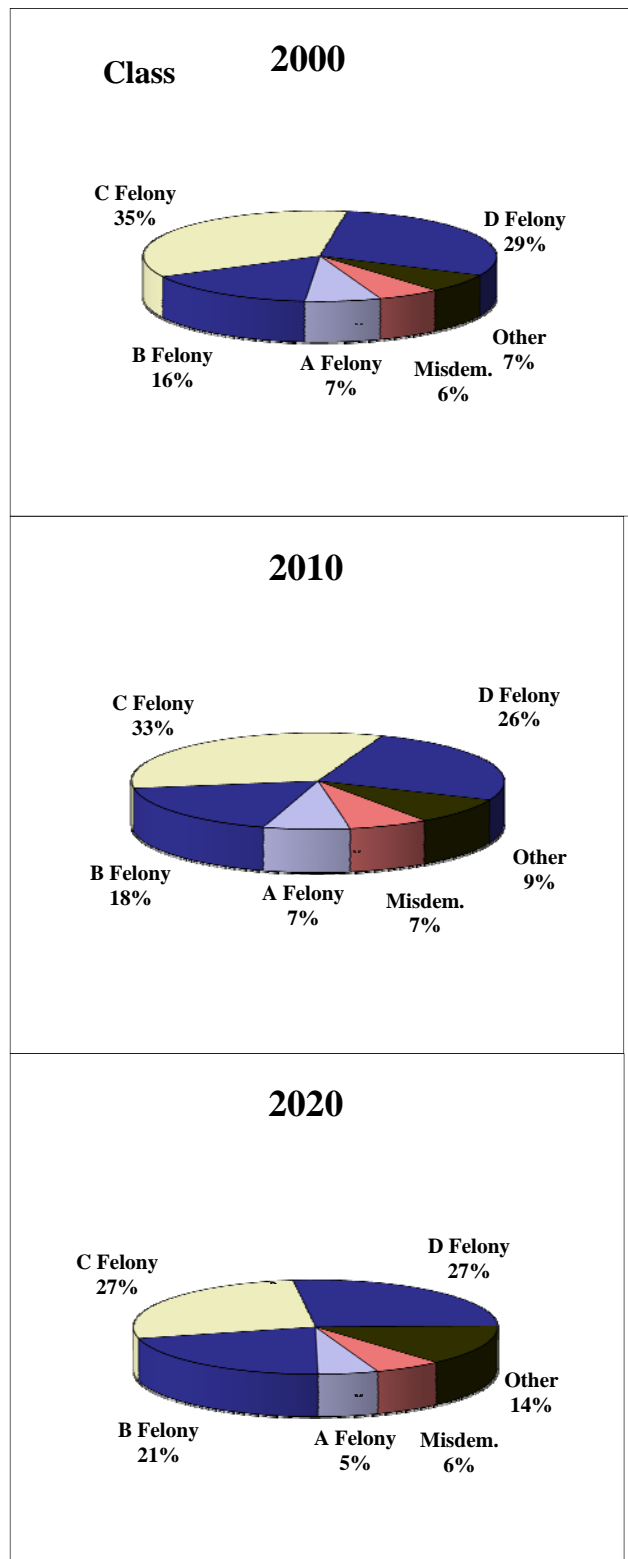
Regarding offense types, the percent of inmates serving sentences for drug crimes (as their most serious offense) has increased from two percent in 1988 (data are unavailable for FY1990), to 20 percent in 2000, to 23 percent in 2010 (after reaching a high of 26 percent in FY2005). With an upturn in drug commitments in FY2010, CJJP expects their representation in the prison population to remain stable during the coming decade.

As drug offenses increased, there has been an accompanying drop in property offenders over the period (40 percent in 1988 to 20 percent in 2010). CJJP expects the percentage of property offenders in prison to drop to about 15 percent during the coming decade.

The percentage of violent (non-sex) offenders in Iowa's prison population has crept slowly up during the past 20 years. CJJP expects the percentage of violent and sex offenders to rise in the next decade, with increases in inmates covered by "70%" sentences and new sex offender provisions. Note that the definition of sex offenders in this instance includes those returned for violation of the Special Sentence. These revocations are expected to account for all of the increase in imprisoned sex offenders during the coming decade.



The distribution of sentences in the population has also changed over the past two decades. While there has been concern over the years about the rising “lifer” population, in fact the percentage of lifers in the population dropped between 1988 and 1998 and has risen slightly since then (8.7% in 1988 to 6.7% in 2000 to 7.4% in FY2010). CJJP predicts a slight drop in the lifer population in the coming years because of a drop in Class A admissions and expected mortality among current lifers.<sup>3</sup> The percentage of Class C “lead” sentences is expected to drop in the next decade as the percentage of Class B and “other” felons increases (the latter due to revocations of Special Sentences). CJJP predicts that the largest increase in the population in the next decade will occur among Class B 70% felons (an increase from 568 to 1,004, or 77 percent).

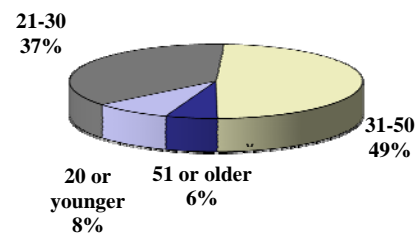


<sup>3</sup> Lifers were assumed to exit the system after 30 years in most cases. For inmates who had already served 30 years, they were assumed to exit at age 60 (if below age 60) or 75 (if between 60 and 75). The few remaining inmates were assessed on an individual basis. The resulting figures should be conservative, as the median historic length-of-stay (LOS) for lifers who have left the prison system since 1987 is 16 years; the median age of lifers who have died is 58. This approach yields a median LOS of 30 years and median age of departure at 59 years.

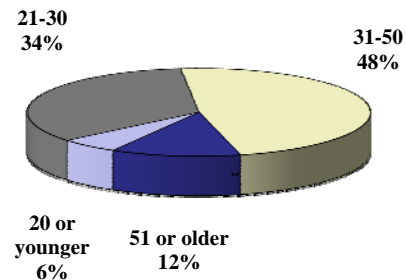
Iowa's prisoners are also older than in prior decades. The median age of the population has increased from 28 in 1989 to 33 in 2000 to 34 in 2010. During the twenty-two-year period, the percentage of inmates age 30 and below has dropped from 60 percent to 40 percent and the percentage of inmates over fifty has tripled.

This trend toward older populations is projected to continue, as the number of young inmates is expected to drop in the coming decade while older inmates increase. It is expected that the average age of the population will rise about two years in the decade, and the number of inmates older than 50 will rise from 1,051 at the end of FY2010 to as many as 1,800 by the end of FY2020.

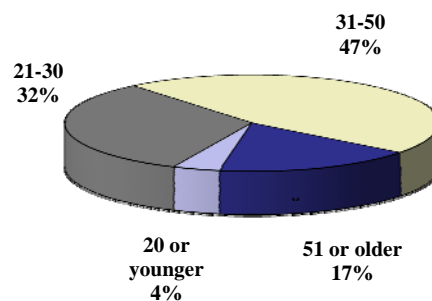
**2000**  
**Current Age**



**2010**

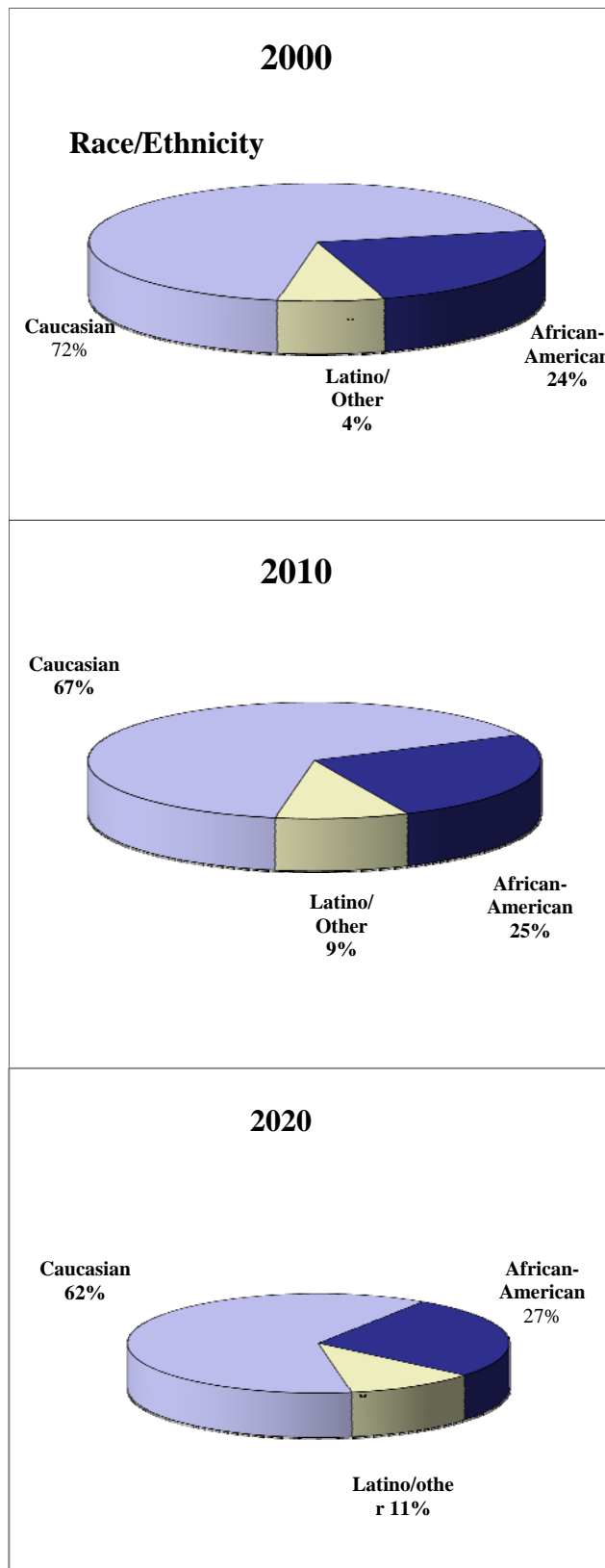


**2020**

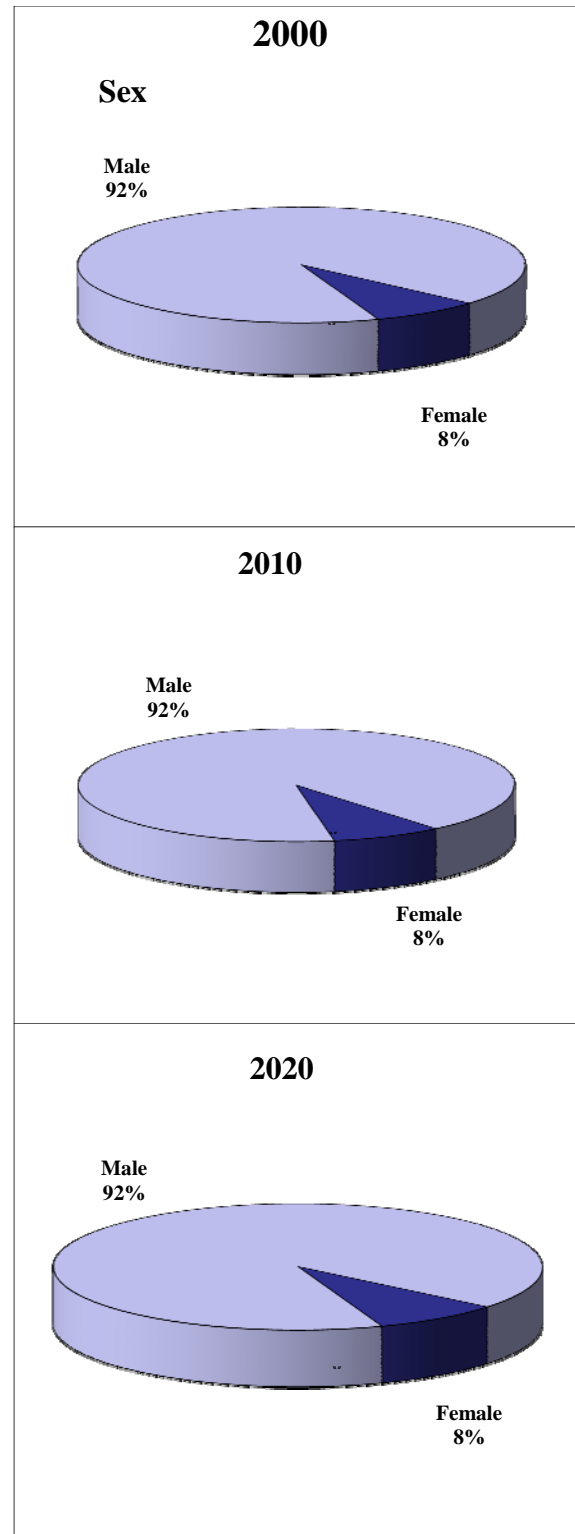


The percent of African-American inmates in Iowa's prison system increased from 22.4 percent in 1990 to 23.5 percent in 2000, to 25.4 percent in 2010, clearly showing African-American over-representation in Iowa's prisons. The percentage of Latino, Native American, and Asian inmates has steadily increased in Iowa as well, from 2.3 percent in 1990 to 7.6 percent in 2000 to 9.5 percent in 2010. Hispanics in Iowa's prison population tend to be over-represented in drug crimes, OWI, and crimes against persons and under-represented in property and public order offenses. A significant percentage of the "safekeepers" held for federal prosecution have been Hispanic, although FY2010 saw a dramatic reduction in safekeepers in Iowa's prison system.

A projection of the population by race suggests that African-Americans will continue to be over-represented in the prison population in 2020, as their percentage is expected to rise slightly in the coming years. The big change in population, however, is expected among Latino inmates, as Iowa's Latino population is expected to rise dramatically in the coming years. If the Latino prison population rises to the same extent as is projected in the general population, Iowa can expect an increase from 590 Latino inmates at the end of FY2010 to 964 at the end of FY2020.



CJJP estimates that at mid-year 2020, female inmates will make up about eight percent of Iowa's prison population. This percentage estimate is lower than was true last year, as, while the female inmate population grew in FY2010, it remained at a level below the levels encountered in FY2004 through FY08. Over time, however, the percent of female inmates has increased, from 5.3 percent in 1990 to 7.9 percent in 2000 to a high of 8.8 percent in 2008. The current forecast suggests that the female inmate population will rise between 2010 and 2011 and continue to rise gradually through the forecast period. This is a change from last year's forecast, which suggested a leveling-off of the female population at around 750 inmates.



## FORECASTING THE PRISON POPULATION

### *Benefits of Forecasting*

- To make a determination of the number of inmates who may be incarcerated at some point in the future, if current justice system trends, policies and practices continue.
- To simulate alternative corrections futures based on specific changes in laws, policies and/or practices. For example, data from the forecast are used extensively in estimating changes resulting from proposed legislation.

### *Iowa's Forecasting Model*

The statewide prison population forecast and policy simulation model used by the Division of Criminal and Juvenile Justice Planning (CJJP) is a matrix that distributes Iowa's prison population over the projection period by quarter. There are three basic components of the model:

- *Projected prison admissions.* This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS), the Iowa Corrections Offender Network (ICON), and felony charges and convictions disposed from the Iowa Justice Data Warehouse (which includes statewide court information). Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70% offenders, Class C violent [non-sex] offenders, Class C sex offenders, and Class C non-violent offenders) in two separate categories described below. Sex offenders as separate categories have been broken out since FY2006, in part because sex offenders tend to serve higher percentages of their sentences than other offenders. Projections are accomplished through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.
- *Projected average length of stay.* This is accomplished through annual data collection conducted by CJJP utilizing ACIS and ICON information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- *Projected releases of offenders who are incarcerated at the onset of the projection period ("decay").* This is accomplished through analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. This year's forecast uses a technique begun in 2007, using three different calculations based upon the inmate group:
  - The average length of time inmates have been released prior to their discharge dates;
  - The average length of time inmates with mandatory terms have been released following expiration of the mandatory term;
  - The average length of time served prior to release.

One significant change was made to the model in 2007 is continued here, made to correct what had been perceived as a weakness of previous forecasts. This change relates to the timing of the release of new and returned inmates. In previous forecasts, releases for the preceding year were analyzed to obtain an average length of time spent in prison prior to release for each class of inmates. Then, as the projected number of new or returned inmates in a particular class reached that length of time served, they were all "released" by the model at that length of time.

The problem with this approach is that Class D inmates serving time for violent offenses, for example, are not *all* released after identical lengths-of-stay. Rather, releases take place over a period of time depending on such things as the heinousness of the crime, the inmate's prior record, institutional misconduct, and so forth. Thus, using these Class D inmates as an example, they may be released after serving only a short period of time or, conversely, may be held until their sentences expire.

The practical problem caused by the original approach is that it tended to escalate the population forecast in the short term, as it did not "allow" for early releases. As a result, adjustments were made elsewhere in the model each year to counterbalance the artificial short-term increase.

To rectify this problem, rather than applying the *average* time served for each class of inmate, Forecasts since 2007 have applied the *distribution* of releases for the previous year. Returning to the example above, if ten percent of the Class D violent releases in FY2009 left prison within the first quarter after admission, the model applied this figure to the projected number of admissions in this class in the first quarter after admission. If the model projected ten admissions of inmates in this class during a quarter, one of them was counted as having left during that quarter, leaving nine still in prison. Conversely, if 20 percent of these Class D inmates expired their sentences after three years (due to earned time) the model "kept" these inmates in prison through three years. Use of this methodology has eliminated the artificial population rise seen in early drafts of the forecast in previous years, necessitating less "adjustment" of short-term population estimates.

Prison admissions and average length of stay data are analyzed within two broad categories based on the type of prison admission:

- *New Admissions* are new court-ordered commitments and probation revocations. Length of stay for this category is defined as time served in prison prior to first release (which may be parole, work release, expiration of sentence, etc.).
- *Readmissions* include all offenders who had one or more prior unsuccessful conditional releases on their current commitments, along with probation and parole violators and those revoked from OWI facility placement. Length of stay for this category is defined as the time served in prison from the last admission (or readmission) to release (which may be parole, work release, expiration of sentence, etc.). Please note that, while this category is labeled "readmissions", it includes some offenders who were not previously incarcerated; examples include OWI offenders who were directly placed in community-based OWI treatment facilities but were later revoked.

Admissions are further categorized by whether or not the crime was a sex offense or another crime against persons. Crimes against persons are those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation, or duress. Examples of crimes against persons include all forms of homicide, assault, robbery, terrorism, child endangerment, first degree burglary, and first degree arson. Examples of crimes not against persons include burglary and arson offenses other than first degree, drug offenses, forgery, theft and weapons possession (as opposed to use).



Regarding length of stay figures as contained in this report:

- “*No parole*” groups marked with an asterisk (\*) in Table 4 denote the *expected* length of stay of prisoners sentenced under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996. Data for Class C “no parole” inmates are estimated in this manner for the period between FY2000 and FY2004, but FY2005-FY2010 data reflect actual length of stay.
- *Expected average length of stay for sexual predators* sentenced under Chapter 901A was computed based on those committed to prison for Chapter 901A offenses thus far. Average length of stay prior to passage of this law was accomplished by examining the average length of stay by year for the offense class that admitted sexual predators would have otherwise received. Note that a few of these predators who were sentenced to short terms have been released, with relatively short average length-of-stay. This is reflected in data for FY2005-FY2010. Over time it is expected that the length-of-stay for this group will increase, eventually approaching the original estimated length-of-stay for this group.
- *Other length of stay data* through FY2003 are based on samples of released prisoners, with data since FY2004 based upon a census of departing inmates. These figures differ from average time-served data generated by the Board of Parole because: a) the data contained in this report include *all* types of releases, not just parole releases; b) the data contained in this report distinguish between first releases and re-releases; c) the data contained in this report exclude jail credit and other time not spent within the prison system; and d) BOP figures calculate the amount of time spent from admission to the parole *decision*, not actual release.
- “*Drunk Driving Initial Stay*” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

Iowa’s prison population forecast is updated annually in order to take into consideration the most recent trends in prison admissions and average length of stay. While the model may be modified from year to year, its basic structure remains the same. When changes occur in justice system policy, however, forecast results may differ (occasionally substantially) from year to year. Trends may change from year-to-year as new statutes (e.g., new sex offender legislation) result in changes in admissions or length-of-stay. An example of how forecasts may change from year to year is found following the tables at the end of the report.

In addition to the statewide prison population forecast, CJJP completes projections for the female inmate population, utilizing same ARIMA technique used for the total population. The inmate population of males is determined by subtracting the forecast for females from total projected inmates. This is a change from Forecasts prior to last year’s, which used a straight-line technique to project the female population.

### ***Forecasting Assumptions***

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and length of stay of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed that no catastrophic social or economic disruptions such as war or major depressions will occur during the projection period.
- It is assumed there will be no major legislative changes in the state criminal code or criminal procedures during the projection period.
- It is assumed there will be no major changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.
- It is assumed that inmates serving 70% mandatory terms will be released midway between the expiration of their mandatory term and the 85% expiration of sentence.
- It is assumed that sex offenders will be released upon expiration of their sentences rather than being paroled or otherwise released.
- It is assumed that new prison admissions will increase by about 6.2 percent between FY2010 and FY2020.
- It is assumed that readmissions to prison will increase by about 36 percent between FY2010 and FY2020. In calculating this percentage, admissions to the violator program, which has been discontinued, are not included.

### ***Acknowledgments***

The staff of Division of Criminal and Juvenile Justice Planning would like to thank the following agencies and individuals for contributing to this year's forecast report (CJJP remains solely responsible for the report's contents):

- For providing information on current and planned prison population capacities: John Baldwin, Director, Iowa Department of Corrections, and Lettie Prell, Research Director, Iowa Department of Corrections.
- For developing the original methodologies of our prison population forecasting and policy simulation tool: Mary Mande, former director of the Colorado Statistical Analysis Center and corrections research consultant.

## APPENDIX: STATISTICAL TABLES

<b>Table 1. Mid-Year Prison Populations and Capacities: Total</b>					
<b>Year</b>	<b>Total Inmates June 30th</b>	<b>Increase (Decrease)</b>	<b>% Change</b>	<b>Total Prison Capacity</b>	<b>Population as % of Capacity</b>
2000	7,635	405	5.6%	6,772	112.7%
2001	8,083	448	5.9%	6,772	119.4%
2002	8,141	58	0.7%	6,772	120.2%
2003	8,361	220	2.7%	6,972	119.9%
2004	8,607	246	2.9%	6,989	123.2%
2005	8,577	(30)	-0.3%	7,215	118.9%
2006	8,658	81	0.9%	7,240	119.6%
2007	8,807	149	1.7%	7,256	121.4%
2008	8,618	(189)	-2.1%	7,414	116.2%
2009	8,453	(165)	-1.9%	7,414	114.0%
2010	8,602	149	1.8%	7,414	116.0%
Forecast:					
2011	8,935	333	3.9%	7,209	123.9%
2012	8,952	17	0.2%	7,209	124.2%
2013	9,277	325	3.6%	7,546	122.9%
2014	9,562	285	3.1%	7,666	124.7%
2015	9,765	203	2.1%	7,666	127.4%
2016	9,946	181	1.9%	7,666	129.7%
2017	10,079	133	3.2%	7,666	131.5%
2018	10,206	127	2.6%	7,666	133.1%
2019	10,314	108	2.3%	7,666	134.5%
2020	10,409	95	2.0%	7,666	135.8%

Note: Populations exclude sex offender civil commitment unit.

Source: E-1 Reports and ICON, Iowa Department of Corrections; forecast by CJJP

<b>Table 2. Mid-Year Prison Populations and Capacities: Females</b>					
<b>Year</b>	<b># Women June 30th</b>	<b>Increase (Decrease)</b>	<b>% Change</b>	<b>Capacity for Women</b>	<b>Popula- tion as% of Capacity</b>
2000	604	63	11.6%	573	105.4%
2001	641	37	6.1%	573	111.9%
2002	670	29	4.5%	573	116.9%
2003	704	34	5.1%	573	122.9%
2004	723	19	2.7%	573	126.2%
2005	754	31	4.3%	573	131.6%
2006	718	(36)	-4.8%	573	125.3%
2007	761	43	6.0%	573	132.8%
2008	740	(21)	-2.8%	573	129.1%
2009	669	(71)	-9.6%	573	116.8%
2010	707	38	5.7%	573	123.4%
<b>Forecast:</b>					
2011	724	17	2.4%	585	123.8%
2012	748	24	3.3%	585	127.9%
2013	796	48	6.4%	796	100.0%
2014	821	25	3.1%	796	103.1%
2015	838	17	2.1%	796	105.3%
2016	856	18	2.1%	796	107.5%
2017	865	9	1.1%	796	108.7%
2018	878	13	1.5%	796	110.3%
2019	884	6	0.7%	796	111.1%
2020	886	2	0.2%	796	111.3%

Source: E-1 Reports and ICON; forecast by CJJP

<b>Table 3. Mid-Year Prison Populations and Capacities: Males</b>					
<b>Year</b>	<b># Men June 30th</b>	<b>Increase (Decrease)</b>	<b>% Change</b>	<b>Capacity For Men</b>	<b>Population as % of Capacity</b>
2000	7,031	342	5.1%	6,199	113.4%
2001	7,442	411	5.8%	6,199	120.1%
2002	7,471	29	0.4%	6,199	120.5%
2003	7,657	186	2.5%	6,399	119.7%
2004	7,884	227	3.0%	6,416	122.9%
2005	7,823	(61)	-0.8%	6,642	117.8%
2006	7,940	117	1.5%	6,667	119.1%
2007	8,046	106	1.3%	6,683	120.4%
2008	7,878	(168)	-2.1%	6,841	115.2%
2009	7,784	(94)	-1.2%	6,841	113.8%
2010	7,895	111	1.4%	6,741	117.1%
Forecast:					
2011	8,211	316	4.0%	6,624	124.0%
2012	8,204	(7)	-0.1%	6,624	123.9%
2013	8,481	277	3.4%	6,750	125.6%
2014	8,741	260	3.1%	6,870	127.2%
2015	8,927	186	2.1%	6,870	129.9%
2016	9,090	163	1.8%	6,870	132.3%
2017	9,214	124	1.4%	6,870	134.1%
2018	9,328	114	1.2%	6,870	135.8%
2019	9,430	102	1.1%	6,870	137.3%
2020	9,523	93	1.0%	6,870	138.6%

Note: Populations exclude sex offender civil commitment unit.

Source: E-1 Reports and ICON; forecast by CJJP.

**Table 4. Inmate Average Length Of Stay (In Months)**

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	% Chng 2000- 2010
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	464.1	--	--	--	--	--
*No Parole - Other Class B	--	--	--	--	--	--	--	43.0	78.7	95.1	14.3**	--
*No Parole - Class C	102.0	102.0	102.0	102.0	102.0	84.0	86.0	88.3	89.8	89.1	88.9	-12.8%
*No Parole - Sex Predators	144.0	144.0	144.0	144.0	144.0	33.0	44.0	30.8	80.8	47.5	40.6	-71.8%
B Felony Persons	96.0	112.0	111.0	135.0	114.0	124.0	114.0	120.6	134.4	117.4	125.0	30.2%
B Felony Non-Persons	41.0	44.0	32.0	33.0	35.0	36.4	31.0	34.2	40.3	36.5	42.8	4.4%
B Felony Sex					127.0	146.0	134.0	132.3	158.8	173.7	187.2	--
C Felony Persons	50.0	51.0	52.0	48.0	43.0	40.0	36.0	44.9	46.2	44.5	47.6	-4.8%
C Felony Non-Persons	24.0	24.0	22.0	20.0	20.0	20.5	20.0	19.8	21.3	21.8	24.7	2.9%
C Felony Sex					57.0	53.0	53.0	56.8	53.9	57.5	59.7	--
D Felony Persons	24.0	25.0	23.0	23.0	19.0	19.0	19.0	20.1	19.3	21.0	22.0	-8.3%
D Felony Non-Persons	16.0	15.0	15.0	13.0	13.0	12.5	12.0	12.4	13.3	14.1	14.6	-8.8%
D Felony Sex					29.0	32.0	26.0	31.1	31.5	35.2	31.5	--
Other Felony	47.0	44.0	41.0	35.0	38.0	33.3	35.0	33.4	41.6	45.6	41.5	-11.7%
Other Felony Non-Persons					35.0	32.0	32.0	33.4	39.8	40.9	38.1	--
Other Felony Persons					42.0	64.0	79.0	64.5	41.3	80.7	66.6	--
Other Felony Sex					80.0	25.0	33.0	78.1	80.8	92.3	--	--
Agg Misdemeanor Persons	11.0	10.0	9.0	10.0	10.0	9.0	9.0	9.3	9.9	10.5	9.5	-13.6%
Agg Misd. Non-Persons	9.0	9.0	8.0	7.0	7.0	6.5	7.0	7.5	7.6	8.0	7.9	-12.2%
Agg Misdemeanor Sex					11.0	12.0	9.0	9.4	14.2	12.5	11.5	
Serious Misdemeanor	8.0	8.0	7.0	8.0	7.0	6.3	5.0	6.6	6.4	12.4	6.4	-20.0%
Drunk Driving Initial Stay	3.0	2.0	5.0	6.0	5.0	5.2	5.0	6.0	5.7	6.6	5.6	86.7%
<b>All New Admissions</b>					19.6	20.5	19.2	20.1	21.4	22.5	23.2	--
<b>Readmissions:</b>												
B Felony	30.0	27.0	16.0	23.0	27.0	22.9	18.0	22.1	21.3	31.1	30.3	1.0%
C Felony	19.0	18.0	14.0	12.0	12.0	13.0	12.0	11.8	12.9	16.0	15.4	-18.9%
D Felony	13.0	11.0	10.0	9.0	8.0	9.1	9.0	8.5	9.9	9.9	10.6	-18.5%
Other Felony	24.0	20.0	21.0	14.0	22.0	18.3	13.0	15.8	25.8	23.5	26.3	9.6%
Drunk Driving Returns					8.0	10.0	9.0	9.1	10.7	9.9	10.0	
All Misdemeanors	9.0	7.0	8.0	6.0	6.0	6.0	5.0	5.3	6.5	5.8	6.4	-28.9%
Violator Placement	4.0	5.0	5.0	5.0	4.0	4.9	5.0	4.7	4.6	4.8	4.8	20.0%
<b>All Returns (no Violators/Safekeepers)</b>						11.2	11.8	10.4	10.8	12.7	14.2	

Source::ICON, compiled by CJPJ 9/16/10

\*\*Four Class B 70% released by court order in FY2010; two others released to Compact housing; two others died.

Notes: All data prior to FY2004 are based on samples of exiting prisoners, typically those released during the first 4-6 months of the calendar year. Figures since FY2004 are based upon actual time served for all releases. "No parole" groups marked with an asterisk (\*) reflect sentences under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996. Time served from 2000-2008 denotes *expected* length of stay unless there have been actual releases in those categories.

Length-of-stay for sex offenders prior to FY2004 is not currently available. Figures for "persons" offenders prior to FY2004 include sex offender releases. Figures for FY2004 and thereafter do not. For further explanation of forecasting categories and time served calculations, please refer to the section, *Forecasting the Prison Population*.

**Table 5. Prison Releases by Release Reason: FY2000-2010**

	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>	<b>FY06</b>	<b>FY07</b>	<b>FY08</b>	<b>FY09</b>	<b>FY10</b>	<b>% Change FY2000-2010</b>
To Parole	1,311	1,336	2,080	2,301	2,053	2,305	2,307	1,758	1,645	1,405	1,379	5.2%
To Work Release	1,197	1,120	1,209	1,163	1,272	1,334	1,304	1,271	1,283	1,095	1,261	5.3%
To OWI Facility	319	264	215	214	221	199	209	198	207	194	190	-40.4%
Expiration of Sentence	904	927	794	989	972	1,035	1,081	1,202	1,359	1,446	1,323	46.3%
To Shock Probation	225	273	252	222	197	175	177	177	159	154	114	-49.3%
Other Violator Releases	300	251	276	370	398	481	495	477	382	278	274	-8.7%
Escapes	5	3	1	5	1	0	5	1	0	1	-	-100.0%
Other Final Discharges	16	11	11	18	19	7	48	23	20	80	14	-100.0%
Other Releases	228	609	633	747	772	838	606	650	464	1,638	138	-33.3%
<i>Total Releases</i>	4,505	4,794	5,471	6,029	5,905	6,374	6,232	5,757	5,519	6,291	4,693	4.2%

Source: E-1 Reports and ICON.

The spike in other releases in FY2009 was due to holding Linn County Jail inmates in DOC institutions during the aftermath of flooding.

**Table 6. Prison Admissions by Admission Reason: FY2000-2010**

	<b>FY2000</b>	<b>FY2001</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>	<b>FY2005</b>	<b>FY2006</b>	<b>FY2007</b>	<b>FY2008</b>	<b>FY2009</b>	<b>FY2010</b>	<b>% Change, FY2000-2010</b>
New Court Commitments	2,201	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	1,598	1,845	-16.2%
New/Probation Revocations	1013	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	1,335	1,396	37.8%
Special Sentence Revocation- new	0	0	0	0	0	0	0	0	5	13	18	--
<b><i>Sub-Total, New Admissions</i></b>	<b>3,214</b>	<b>3,295</b>	<b>3,379</b>	<b>3,694</b>	<b>3,425</b>	<b>3,518</b>	<b>3,610</b>	<b>3,358</b>	<b>3,145</b>	<b>2,946</b>	<b>3,259</b>	1.4%
Parole Returns	405	495	552	725	762	809	970	957	859	768	667	64.7%
Parole - Violator Program	74	43	69	76	70	69	75	93	50	35	10	-86.5%
Probation - Violator Program	279	256	309	368	403	394	376	352	279	236	195	-30.1%
Work Release - Viol. Program	17	13	8	9	34	22	13	11	6	7	2	-94.1%
Total Violator Placements	370	312	386	453	507	485	464	456	338	278	207	-44.1%
Shock Probation Returns	85	80	136	93	80	82	85	65	63	58	48	-43.5%
Escape Returns	185	194	216	275	291	84	6	1	1	1	1	-99.5%
Work Release Returns	138	182	165	201	232	466	471	479	376	347	394	185.5%
OWI Facility Returns	50	53	68	55	80	90	85	76	76	77	65	30.0%
Special Sentence Revocation- return	0	0	0	0	0	0	0	0	2	17	36	--
<b><i>Sub-Total, Re-Admissions</i></b>	<b>1,233</b>	<b>1,316</b>	<b>1,523</b>	<b>1,802</b>	<b>1,952</b>	<b>2,016</b>	<b>2,081</b>	<b>2,034</b>	<b>1,715</b>	<b>1,546</b>	<b>1,418</b>	15.0%
Other Admissions	465	637	645	753	723	717	637	512	528	1,557	156	-66.5%
<b><i>Total Admissions</i></b>	<b>4,912</b>	<b>5,248</b>	<b>5,547</b>	<b>6,249</b>	<b>6,100</b>	<b>6,251</b>	<b>6,328</b>	<b>5,904</b>	<b>5,388</b>	<b>6,049</b>	<b>4,833</b>	-1.6%

	<b>FY2000</b>	<b>FY2001</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>	<b>FY2005</b>	<b>FY2006</b>	<b>FY2007</b>	<b>FY2008</b>	<b>FY2009</b>	<b>FY2010</b>	<b>% Change</b>
New Court Commitments	2,201	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	1,598	1,845	-16.2%
New/Probation Revocations	1,013	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	1,335	1,396	37.8%
Re-Admissions	1,233	1,316	1,523	1,802	1,952	2,016	2,081	2,034	1,715	1,546	1,418	15.0%
Other Admissions	465	637	645	753	723	717	637	512	528	1,557	156	-66.5%

Note: admission figures may vary slightly from previous publications.

Source: ACDS and ICON



**Table 7. Prison Admissions: Actual and Projected**

	New Admissions:			Readmissions:	
	#	% Change		#	% Change
Actual:					
FY2000	3,214	7%		1,233	-5%
FY2001	3,295	3%		1,316	7%
FY2002	3,379	3%		1,659	26%
FY2003	3,694	9%		1,819	10%
FY2004	3,425	-7%		1,996	10%
FY2005	3,518	3%		2,064	3%
FY2006	3,610	3%		2,132	3%
FY2007	3,358	-7%		2,088	-2%
FY2008	3,145	-6%		1,812	-13%
FY2009	2,946	-6%		1,607	-11%
FY2010	3,259	11%		1,470	-7%
Forecast					
FY2011	3,260	0%		1,496	2%
FY2012	3,267	0%		1,523	2%
FY2013	3,199	-2%		1,569	3%
FY2014	3,223	1%		1,610	3%
FY2015	3,266	1%		1,623	1%
FY2016	3,293	1%		1,647	1%
FY2017	3,333	1%		1,663	1%
FY2018	3,361	1%		1,681	1%
FY2019	3,399	1%		1,697	1%
FY2020	3,431	1%		1,708	1%

Note: For an explanation of forecast categories, please refer to the previous section, *Forecasting the Prison Population*.

Source: CJJP, based on data obtained from the Adult Corrections Information System and Iowa Corrections Offender Network (ICON).

**Table 8. New Prison Admissions by Offense Type (Detail)**

<b>Offense Type</b>	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>	<b>FY06</b>	<b>FY07</b>	<b>FY08</b>	<b>FY09</b>	<b>FY10</b>	<b>00-'10 % Change</b>
Arson	16	18	16	19	27	23	27	27	27	16	21	31.3%
Assault	339	345	406	422	354	406	461	441	443	460	506	10.0%
Burglary	432	391	341	356	378	377	388	392	371	341	415	21.7%
Conspiracy	23	26	32	21	29	28	15	19	22	30	31	3.3%
Criminal Mischief	35	29	39	38	43	52	51	35	35	55	47	-14.5%
Drug Offenses	839	901	960	1,091	1,101	1,048	986	879	795	693	798	15.2%
Flight/Escape	18	31	29	40	24	16	10	16	6	13	9	-30.8%
Forgery/Fraud	182	245	248	275	228	245	272	233	197	148	159	7.4%
Kidnapping	13	10	5	16	11	12	15	10	23	23	8	-65.2%
Murder/Manslaughter	49	46	42	66	33	63	55	56	53	49	55	12.2%
OWI	344	302	261	287	263	241	311	264	271	290	308	6.2%
Pimping/Prostitution	22	12	22	34	27	31	17	15	12	8	3	-62.5%
Robbery	120	88	72	81	69	72	54	62	60	67	78	16.4%
Sex Offenses	208	269	261	234	213	262	264	233	205	173	208	20.2%
Sex Registry	12	11	25	22	35	37	69	86	69	67	49	-26.9%
Special Sentence	0	0	0	0	0	0	0	0	5	13	17	30.8%
Theft	406	394	423	462	405	367	371	371	361	315	344	9.2%
Traffic	64	68	89	108	110	123	125	102	96	76	77	1.3%
Weapons	52	56	53	66	34	55	63	54	35	38	50	31.6%
All Other Offenses	40	53	55	56	41	60	56	63	59	71	76	7.0%
<i>Total New Admissions</i>	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	2,946	3,259	10.6%

**Table 9. New Prison Admissions by Offense Type: FY2000-2010**

	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>	<b>FY06</b>	<b>FY07</b>	<b>FY08</b>	<b>FY09</b>	<b>FY10</b>	<b>99-'09 % Change</b>
Drug	839	901	960	1,091	1,101	1,048	986	879	795	684	798	16.7%
Violent	565	529	550	625	505	604	612	802	784	772	855	10.8%
Sex	208	269	261	234	213	262	264	233	205	169	208	23.1%
Property	1,044	1,063	1,056	1,126	1,064	1,042	1,109	1,058	991	875	986	12.7%
OWI/Traffic	408	370	350	395	373	364	436	366	367	366	385	5.2%
Other	150	163	202	223	169	198	203	20	3	80	27	-66.3%
<i>Total New Admissions</i>	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	2,946	3,259	10.6%

Notes: New admissions consist of court-ordered commitments and probation revocations. Figures may differ from previous reports due to recent corrections made in historical databases. Source: Adult Corrections Information System and Iowa Corrections Offender Network, compiled by CJJP.

<b>Table 10. Forecasted Change in Prison Population, by Offense Class</b>				
<b>Offense Class</b>	<b>Actual on 6/30/2010</b>	<b>Estimated Population After:</b>		
		<b>One year</b>	<b>Five years</b>	<b>Ten years</b>
<b>A Felons (non-sex)</b>	620	627	591	536
<b>A Felons sex offenses</b>	15	15	15	14
<b>B Felons 70% sentences</b>	363	397	541	651
<b>B Felons 70% sex sentences</b>	205	221	288	352
<b>B Felons not vs. Persons</b>	495	482	527	603
<b>B Felons vs. Persons</b>	352	376	448	518
<b>B Felons sex offenses</b>	99	95	85	74
<b>Other Felons 70% sentences</b>	23	25	36	49
<b>Other Felons 85% sex offenses</b>	33	37	31	29
<b>Other Felons not vs. Persons</b>	611	672	806	874
<b>Other Felons vs. Persons</b>	69	70	45	58
<b>Other Felons sex offenses</b>	21	24	28	28
<b>C Felons 70% sentences</b>	327	350	354	312
<b>C Felons not vs. Persons</b>	1,364	1,412	1,454	1,484
<b>C Felons vs. Persons</b>	448	450	416	394
<b>C Felons sex offenses</b>	667	676	597	591
<b>D Felons not vs. Persons</b>	1,354	1,475	1,679	1,866
<b>D Felons vs. Persons</b>	439	430	460	507
<b>D Felons sex offenses</b>	99	92	77	80
<b>Agg. Misd. not vs. Persons</b>	238	254	282	315
<b>Agg. Misd. Vs. Persons</b>	182	182	184	209
<b>Agg. Misd. sex offenses</b>	38	34	33	33
<b>Serious Misdemeanants</b>	13	13	14	14
<b>OWI Offenders</b>	332	304	315	340
<b>Special Sentences</b>	72	139	372	392
<b>Violators</b>	39	0	0	0
<b>Safekeepers/Compact/Federal</b>	84	84	84	84
<b>Total Population</b>	<b>8,602</b>	<b>8,935</b>	<b>9,765</b>	<b>10,409</b>
<b>Total Sex Offenders</b>	<b>1,249</b>	<b>1,332</b>	<b>1,527</b>	<b>1,593</b>
<b>Total 70% Sentences</b>	<b>951</b>	<b>1,030</b>	<b>1,250</b>	<b>1,393</b>

### Projected Iowa Prison Populations, 2006, 2007, 2008, 2009, and 2010

